

National Park Service  
U.S. Department of the Interior

Fort Stanwix National Monument  
Rome, New York



# Fort Stanwix National Monument Business Plan

## *Forward Together*



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# Introduction

The purpose of business planning in the National Park Service is to improve the abilities of parks to more clearly communicate their financial status with principal stakeholders. A business plan answers such questions as: What is the business of this park unit? How much money does this park need to be operated within appropriate standards? This plan demonstrates the functional responsibilities, operational standards, and financial picture of the park.

The business planning process is undertaken to accomplish three main tasks. First, it provides the park with a synopsis of its funding history. Second, it presents a clear, detailed picture of the state of current park operations and funding. Finally, it outlines park priorities and funding strategies.

All parks developing business plans apply a common methodology. Park activities are organized into five functional areas, which describe all areas of business for which a park is responsible. The functional areas are then further broken down into 35 programs. This allows the park to move beyond the traditional National Park Service method of reporting expenditures in terms of fund sources, and instead report expenditures in terms of activities. As a result, the park can communicate its financial situation more clearly to external audiences. Furthermore, using the same 35-program structure for all parks provides a needed measure of comparability across park units.

This process is aided by the use of an Electronic Performance Support System, a web-based application that allows parks to complete the data collection, analysis, and document production with step-by-step instruction.

Completing the business plan process not only enables a park to produce a powerful communication tool, but also provides park management with financial and operational baseline knowledge for future decision-making.

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## Superintendent's Foreword



Fort Stanwix National Monument stands proudly in the heart of downtown Rome, New York. The fort was crucial to the outcome of the American Revolution and the reconstruction was developed with great fanfare and enthusiasm in the early 1970's. Much has changed since the Monument's opening over 25 years ago. What has not changed is the need for the National Park Service to share our passion and knowledge of the sites under our care with our fellow citizens. Our National Parks truly are the gateway to America's Heritage.

The National Parks Business Plan Initiative represents a unique partnership between the National Park Service (NPS) and the National Parks Conservation Association (NPCA). Fort Stanwix National Monument had the good fortune to be included in this effort during the summer of 2002 as we welcomed two high-caliber graduate students into the community. What they have created in tandem with the staff is our blueprint for the future. Through the insight we have gained, we believe that Fort Stanwix National Monument can be a major regional catalyst for the preservation and celebration of our shared heritage.

This Business Plan is first and foremost a tool for communicating with our many stakeholders and the general public, so that together we can better understand the park's goals, priorities, and operations. The process of developing this plan gave us an opportunity to think long and hard as to how this park can best refine and fulfill its mission. As a result, this Business Plan is not just a document – it is our vision for exceeding the rigorous expectations of our partners, visitors, staff, and supporters.

To that end, the park is committed to maximizing its impact per public dollar invested. This is accomplished through cost-consciousness, rigorous goal-setting strategies, and

partnerships that bring additional resources to bear on the park's stewardship objectives.

On the subject of partnerships, recent months have witnessed unprecedented levels of engagement with the City of Rome, New York State (and in particular Oriskany Battlefield State Historic Site), local civic organizations, our Congressional leadership, the Oneida Nation, and other friends. This is wonderful news indeed, and yet our work is not done.

Now more than ever, the success of this park and the region we call home will depend on our ability to build and maintain strong partnerships. Through the business plan process, the park has set aggressive goals that can be fulfilled *only* with the help of our partners. Specifically, Fort Stanwix National Monument intends to serve 100,000 visitors per year by the 2005. With the help of our partners and the hard work of our dedicated staff, we will meet this and many other goals.

Successful collaboration occurs when two or more groups join to accomplish something greater than either could have achieved individually. By collaborating as a region, we magnify our achievements. As it was during the Revolution, Fort Stanwix will continue to serve as a rallying point for those who believe that few things could be more worthy and cherished than our shared American heritage.

Many thanks to all of you who helped make this process possible, and who have a stake in its result. We welcome your comments and participation as we move *forward together*.

Michael A. Caldwell, Superintendent

# Executive Summary

Fort Stanwix National Monument is a reconstructed revolutionary war fort located in the heart of Rome, NY in central New York State. By virtue of its location, Fort Stanwix serves as the “town common” and hosts approximately 53,000 visitors per year. The fort is significant because of the role it played in the critical military victory against the British in 1777 that gave credibility to the colonists and ultimately led to alliances with France, Holland, and Spain. These alliances directly influenced the outcome of the American Revolutionary War.

The mission of Fort Stanwix is to preserve the site as a monument to these significant events, and to educate the American people about the stories of the fort and the region. As part of America’s system of National Parks, Fort Stanwix also shares a responsibility to champion heritage preservation at all levels.

Fort Stanwix National Monument is at a critical turning point. Work is underway to construct the \$6 million Marinus Willett Center, the most significant construction project since the park opened in 1975 (see sidebar text on Page 19 for more on the Willett Center). In addition to the Willett Center, several new initiatives have been launched to increase visitation and improve positive impact in the community (see Additional Information on Page 41). The combinations of these changes with a pre-existing funding gap led to an unmet financial need of \$742,803 in Fiscal Year 2001.

It should be noted that this analysis was done for fiscal year 2001 but includes needs for the Willett Center, which is still in the planning stages and will not open until 2005. Though the decision to include these needs presented a few additional complications in laying out the final document, the alternative was to create a business plan that would become outdated prematurely.

The Department of Interior and Congress recognized the growing need at Fort Stanwix and granted a 79% operating budget increase of \$570,000 beginning in FY2002. This dramatically reduced the park’s shortfall to \$172,803. In addition to the remaining operating budget needs, \$2,801,400 in high priority investments have been identified.

**In an effort to minimize future dependence on increases in appropriated base operating budget, Fort Stanwix has undertaken several strategies to meet the current and future un-funded needs. Cost reducing strategies such as a more complete winter shutdown, shared support personnel, and outsourcing will free up money for un-funded programs. Additionally, partnerships, grant writing, and increased volunteer activities will increase the impact Fort Stanwix can have without increasing costs to taxpayers.**



# Park Overview

## The Park at a Glance

The site of Fort Stanwix, located in the modern downtown of Rome, NY, lies astride an ancient water route linking the Atlantic Ocean with the Great Lakes. Except for a short and level land portage between the Mohawk River to the east and Wood Creek to the west, colonial travelers could journey by water all the way from New York City to Canada and back again. Native Americans used the portage for centuries, calling it the De-O-Wain-Sta. The English called it the Oneida Carry, and it became a funnel for commerce, European settlement, and eventually the Erie Canal.

To protect the portage, the British built Fort Stanwix here in 1758. Named for its builder, Brig. Gen. John Stanwix, the fort saw no action during this period, and was abandoned after the British conquest of Canada in 1763. It continued to serve, however, as a center for Native American affairs, and it was here in 1768 that the Iroquois signed the Boundary Line Treaty that cleared the way for major westward expansion.

After the American Revolution began in the spring of 1775, patriot leaders realized the need to defend the Mohawk valley against the British. When Col. Peter Gansevoort took command of the fort in the spring of 1777, a two-pronged British invasion was already rumored – one southward from Canada by an army under Gen. John Burgoyne, the other eastward down the Mohawk Valley by a smaller force under Gen. Barry St. Leger. Gansevoort doubled the efforts of his garrison, consisting of less than a thousand patriot soldiers and Oneida Indian warriors, to make the fort defensible.



St. Leger's army, totaling some 1,700 men, over half of whom were Seneca, Onandaga, and other Native Americans, besieged Fort Stanwix on August 3rd. Learning of the British advance, Gen. Nicholas Herkimer mustered 900 Tyron County militiamen about 50 miles east of Fort Stanwix, and marched to reinforce Gansevoort. Two days later, a detachment from St. Leger's army ambushed the Americans at Oriskany and forced them to retreat under heavy casualties. Herkimer, wounded in the leg, died several days later.

During Herkimer's battle, Gansevoort sent a detachment of soldiers under Lt. Col. Marinus Willett, his second in command, to create a diversion. Willett's men found and raided the enemy encampment. In the meantime, Maj. Gen. Benedict Arnold had already been ordered to lead a detachment from Albany to relieve Fort Stanwix. This news, along with unexpectedly high casualties at Oriskany and the material losses suffered from Willett's raid resulted in the departure of St. Leger's Native American contingent. His army virtually halved, St. Leger was forced to withdraw to Canada in great haste, and was unable to reunite with Burgoyne as the British had planned. Two months later, surrounded and cut off, General Burgoyne surrendered his army at Saratoga. This victory led to vital colonial alliances with France, Holland, and Spain, which in turn directly influenced the outcome of the War for Independence.

The Fort was garrisoned until 1781 but played no further active role in the war. The old fort itself was leveled in 1830, to be replaced by early dwellings and public buildings of what was to become the City of Rome.



Containing approximately 16 acres of land, Fort Stanwix National Monument preserves and interprets the site's reconstructed features and recovered archaeological remains. Passed by Congress in 1935, the park's enabling legislation stated only that a national monument would be created as soon as the U.S. Government received title to at least part of the Fort Stanwix site. Because land and/or funds were not forthcoming, the park was not truly established until the 1960s. The first of three planned reconstruction phases was opened in 1975, in time for the 1976 National Bicentennial. The second phase was completed by 1978, but the third phase was shelved due to lack of funds. Today the park stands as it was built in the 1970s and receives about 50,000 visitors per year, including about 4,000 school children.

The fort's reconstruction was part of a major urban renewal project begun in the 1960s. Larger, less dense urban blocks and the reconstructed fort complex mostly replaced Rome's historic downtown. As in many northeastern cities, Rome's central business district has witnessed decades of decline. City stakeholders are leading an effort to reinvigorate the downtown core, and this work is taking place in the context of an emerging emphasis on

regional heritage development as a catalyst for sustainable economic growth. As a Department of Interior representative in this changing environment, Fort Stanwix has the opportunity to become a major partner in shaping the quality, direction, sustainability, and authenticity of regional heritage development over the coming years. These decisions will in turn have great impact on the future of the Fort, the City of Rome, and the Northern Frontier region.



## Fort Stanwix National Monument Inventory

15.9 acres of land  
1.5 miles of trails  
22 classified buildings & structures  
2 archeological sites  
450,000 museum artifacts

53,000 annual visitors

12 permanent employees  
11 seasonal employees  
19,418 annual volunteer hours

Part of New York's Revolutionary War Heritage Trail  
Part of Mohawk Valley State Heritage Corridor  
Part of Erie Canalway National Heritage Corridor  
Part of Northern Frontier Special Resource Study Area

## Enabling Legislation

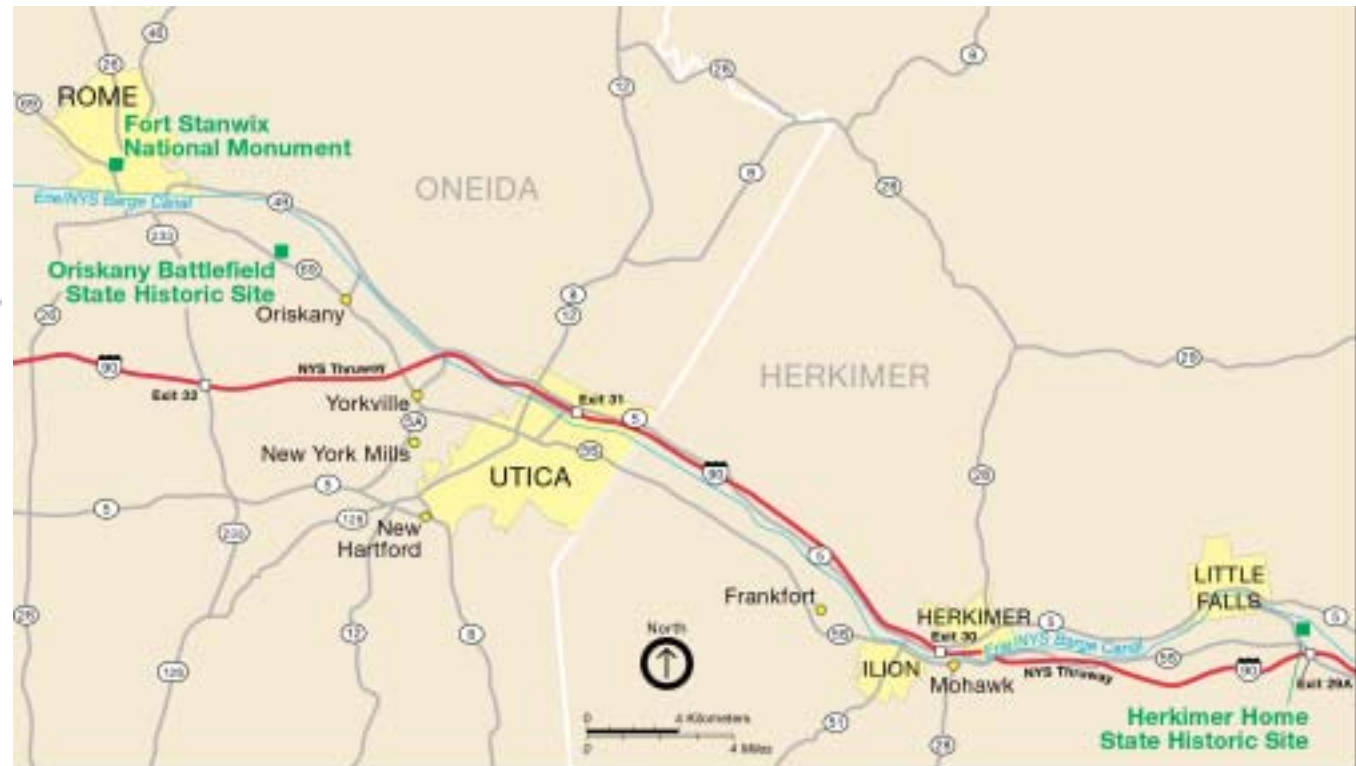
Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, that when title to the site or portion thereof at Fort Stanwix, in the State of New York...shall have been vested in the United States, said area and improvements, if any, shall be designated and set apart by proclamation of the President for preservation as a national monument for the benefit and inspiration of the people and shall be called the Fort Stanwix National Monument...

August 21, 1935

## Mission Statement

The people of the United States established Fort Stanwix National Monument to protect and preserve the sites, artifacts and other cultural and natural resources important to the stories of the nationally significant events that occurred at and around the site. The park and its partners communicate these stories through educational and interpretive programs, publications, exhibits, and community stewardship.

# Park Map





# Historical Context

## Fund Source Analysis

The appropriated base budget at Fort Stanwix provides a large portion of the park's total annual budget. In 2001, 90% of total spending was supported by the appropriated base. Federal funding apart from the base budget (known as "project funding") has primarily been utilized for major periodic maintenance on the fort and/or park grounds, and for cultural resource projects such as collections management planning, historical research, and ethnography.

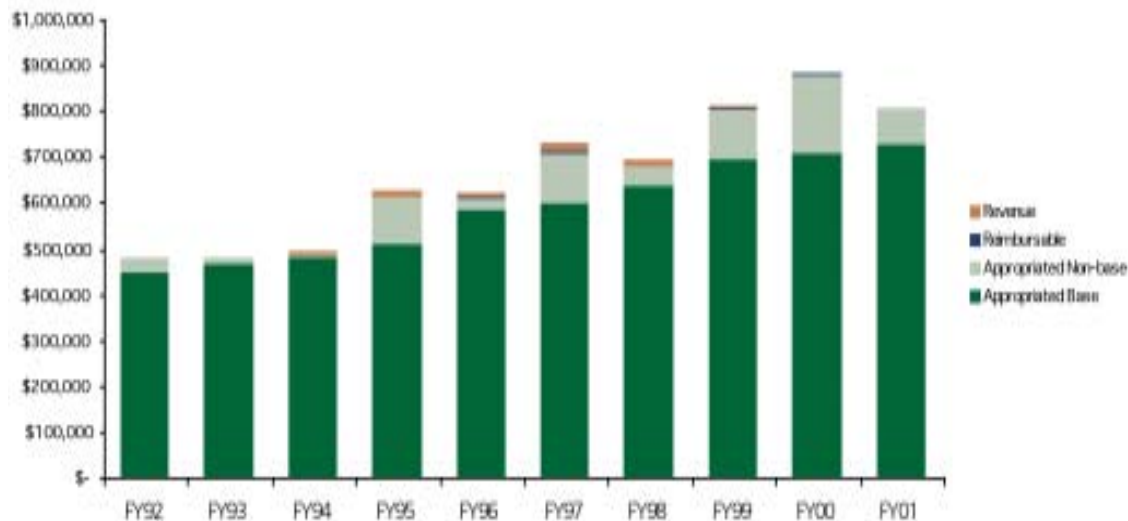
Project moneys are typically distributed at the NPS regional level, or awarded directly by Congress. These revenues fluctuate between "high-dollar" and "low-dollar" years, reflecting the competitive nature of the funding source.

The Revenues line item for (revenues collected from park use) shrank noticeably after 1999, when the \$2 visitor fee was withdrawn due to high fee collection costs. The other major component of this line item is special use permits, which are designed to help offset administrative costs associated with re-enactor encampments and other special events. Reimbursable fund sources are not significant.

In FY2002, the park's base budget grew by 79%, from \$725,647 to \$1,295,000. The increase was intended to help overcome longstanding maintenance and cultural resource management backlogs, to increase the park's planning capabilities and regional impact, and to move the park closer to increased operating levels associated with the addition of the Willett Center as of 2005.

*Effective in FY2002, the park's base budget increased by 79%, enabling Fort Stanwix to meet many of its most pressing needs.*

Historical Expenditures by Fund Source



In Fiscal Year 2001, the base budget at Fort Stanwix accounted for 90% of total expenditures

## Adjusted Base Budget

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*Adjusted for inflation, the park's budget has remained relatively flat prior to Fiscal Year 2002, while park needs grew significantly due to wage inflation and resource protection issues.*

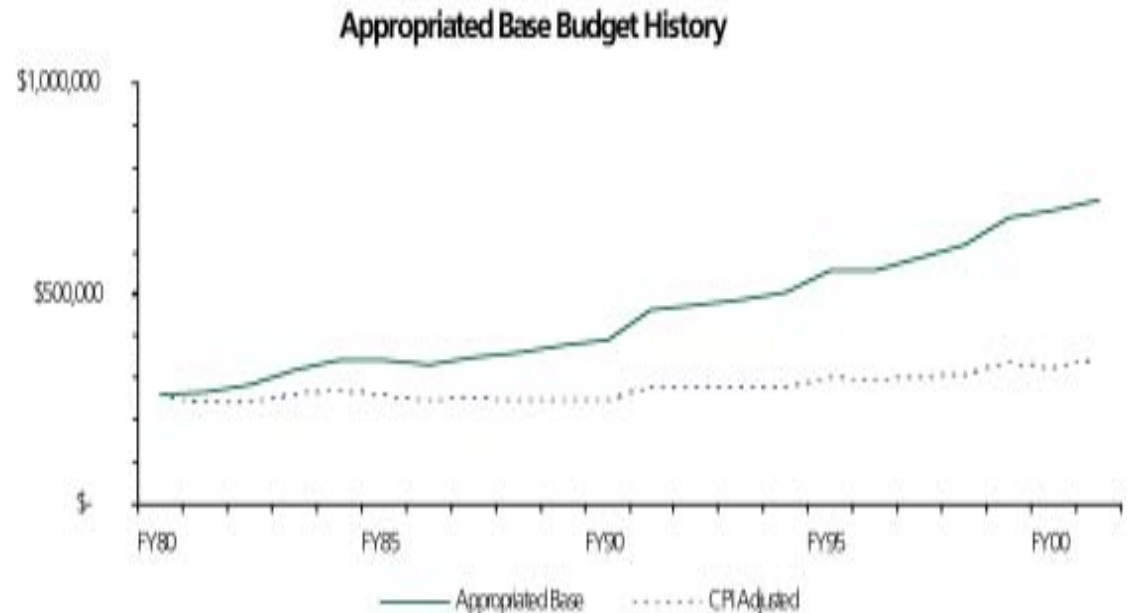
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Adjusted for inflation, the park's base budget has remained relatively flat over the years from 1980 to 2001, with an average annual increase of about \$4,000 in real dollars. Over this period, the park's modest budget growth has not kept up with rising wages and structural maintenance costs. As a result, many important maintenance and cultural resource management investments have been repeatedly deferred. The FY2002 budget increase was designed to address this "hole" in the park budget, and to begin the operational ramp-up for operating the Willett Center as of FY2005.

In light of the dramatic FY2002 base budget increase, and as part of an ongoing strategy to maximize the park's impact per taxpayer dollar invested, park leadership has set the goal of minimizing the need for future base budget increases. The park will meet this goal by: 1) building partnerships that leverage additional resources toward fulfilling the park's mission, 2) streamlining park operations and increasing internal efficiency, and 3) seeking new opportunities to generate revenue.

These strategies are discussed in detail in the Strategies and Priorities section of the Business Plan.

Adjusted for inflation, the park's total budget grew by about \$4,000 per year on average prior to Fiscal Year 2002



## Analysis of Real Growth

From 1992 to 2001, personnel costs grew by about \$160,000 in real terms, despite a staffing decline from 16 full-time equivalencies (FTEs) in FY 1992 to 14.4 FTEs in FY2001. Higher costs in this area are mainly attributable to climbing wage rates, which have grown from a park average of \$23,984 per FTE in FY1992 to \$45,049 per FTE in FY2001 - an increase of 88% or 49% above inflation.

Rising wages at Fort Stanwix are driven by the trend of lengthening employee tenures. Over 40% of the park's FY2001 FTE workload was fulfilled by staff whose park tenure dates to 1992 or earlier. Because long-term employees are especially valuable, rising wages are in this respect simply the price of quality.

The effect of rising wages on the park's budget is

exacerbated by un-funded wage mandates. Since federal employee pay increases are mandated by Congress, the park has little control over the cost of its current employees. At the same time, mandated wage increases are not necessarily accompanied by proportional base budget increases.

An additional driver of labor costs is the higher share of retirement benefits taken on by the park unit under the Federal Employees Retirement System (FERS). For employees hired after 1984, park benefit expenses are pegged at about 35% of base salary, as opposed to roughly 12% of base salary under the older Civil Service Retirement System (CSRS). As older employees retire and are replaced by new hires, the park's total labor costs will also tend to rise.



The park's experienced staff is a critical investment.

Operational Costs: All Funding Sources

	FTE	FY 1992 Actual Costs		FY 1992 Inflation Adjusted		FY 2001 Actual Costs		Net Cost Increase	
		Average	Total	Average	Total	Average	Total	Average	Total
<b>FY1992 Staff</b>	16.0								
Salary		\$20,052	\$320,839	\$25,312	\$404,993	\$36,880	\$590,077	\$11,568	\$185,084
Benefits		\$3,932	\$62,911	\$4,963	\$79,413	\$8,179	\$130,865	\$3,216	\$51,453
<b>Subtotal</b>		<b>\$23,984</b>	<b>\$383,750</b>	<b>\$30,275</b>	<b>\$484,406</b>	<b>\$45,059</b>	<b>\$720,943</b>	<b>\$14,784</b>	<b>\$236,537</b>
<b>New Staff</b>	-1.6								
Salary						\$36,880	(\$59,894)	\$36,880	(\$59,894)
Benefits						\$8,179	(\$13,283)	\$8,179	(\$13,283)
<b>Subtotal</b>						<b>\$45,059</b>	<b>(\$73,177)</b>	<b>\$45,059</b>	<b>(\$73,177)</b>
<b>Total Labor</b>	14.4		<b>\$383,750</b>		<b>\$484,406</b>		<b>\$647,765</b>		<b>\$163,360</b>
<b>Non-Labor</b>			<b>\$97,234</b>		<b>\$122,738</b>		<b>\$158,381</b>		<b>\$35,644</b>
<b>Total</b>			<b>\$480,984</b>		<b>\$607,143</b>		<b>\$806,147</b>		<b>\$199,004</b>



## Increased Cost Analysis

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*Increasing wage expenses have reduced the funding available to address the increasing maintenance costs for the aging fort structures.*

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As the reconstructed fort ages past a quarter century, it has become clear that historical budget growth was insufficient for addressing the park's many structural maintenance and cultural resource management needs. Maintaining an 18th-century reconstructed fort through the harsh temperature extremes and copious precipitation of central NY is simply a never-ending task.

### Labor Costs

As discussed in under the Analysis of Real Growth, labor is the park's primary cost center, and the major driving factors are high levels of experienced yet expensive staff, un-funded wage mandates, and increased benefit costs.

### Non-Labor Costs

The remaining 20% of the park's FY2002 budget applied toward non-labor expenditures.

The historical baseline budget has left little room for periodic maintenance projects. As several maintenance projects were deferred for lack of funding, mold and decay problems grew severe enough to impact structural integrity in certain areas. Park collections housed in the fort have also been affected.

Though non-base funding has been made available to keep structural decay from spiraling out of control, the increasing backlog in this area has led to a rising total cost of addressing the issue on an ongoing basis.

Sudden, unpredictable cost increases are occasionally caused by natural or market forces such as spikes in utility prices, storm damage, etc. For example, lightning storms destroyed the fort's alarm system twice in 2001, and soaring utility prices in 2001 led to a short-term cash crunch.

Otherwise, major cost increases usually accompany noticeable elevations of service levels and/or working conditions. As part of the park's 2001 leadership transition, the Transitional Management Assistance Program (TMAP) recommended that the park move its administrative offices out of the fort and into the office space available in the Rome Historical Society Building adjacent to the park. The park carried out this recommendation 2002, thereby freeing up space in the fort for systemic maintenance and future interpretation, while dramatically improving working conditions. The annual rent for the Rome Historical Society space is currently \$18,000.



Rome Historical Society

## Analysis of Expenditures

Personnel and benefits costs amounted to \$647,765 in FY2001, a full 80% of total park expenditures. This figure is in line with historical trends at the park, and with labor costs in general for the National Park Service.

Baseline costs in this area are driven primarily by four factors: visitor services staffing associated with living history, in-house execution of most facility operations and maintenance work, providing of basic resource management, and a proportionally large managerial layer due to the wide range of duties carried out by each staff member. The labor-intensive nature of these work items helps explain why personnel and benefit expenditures historically account for such a strong majority of the park's budget.

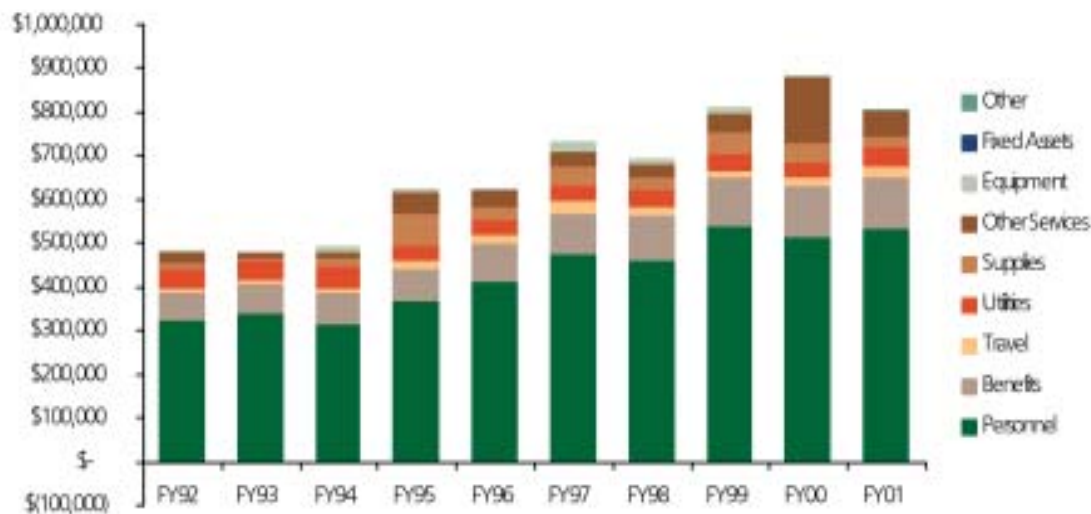
Utilities expenditures represent about 6% of the total budget, or \$44,359. Relatively high costs in this category area due to heating and cooling climate-controlled portions of the fort, maintenance building, and administrative offices. The temperature extremes of central New York tend to elevate these costs, and 2001 also witnessed a surge in utility prices across the board.

Other Services, comprising 7% of the park's budget, include various contracted labor and professional assistance. About 3% of the total budget covered travel costs, up from 2% of the budget the year before. This increase is largely due to travel necessitated by the park's leadership transition.



Heating the fort, even during the closed winter months, has been expensive.

Historical Expenditures by Category



## Visitation



Annual park visitation currently hovers around 50,000. A 2001 park visitor survey indicates that 98% of respondents rated their experience either “very good” or “good” (71% and 27%, respectively). However, since 1980 visitation has been declining by about 550 people per year on average. The decline is driven by several factors. First, visitation is highly dependent on the estimated 85% of park visitors who live within a 50-mile radius of the fort. Enthusiasm for the fort among this population has presumably declined since the park opened in 1977, as people grew accustomed to the fort’s presence in downtown Rome. Additionally, the region’s population has suffered from gradual attrition over the last several decades. The park’s home county of Oneida peaked at a population of 273,037 in 1970, and by the year 2000 had fallen 13.8% to 235,469.

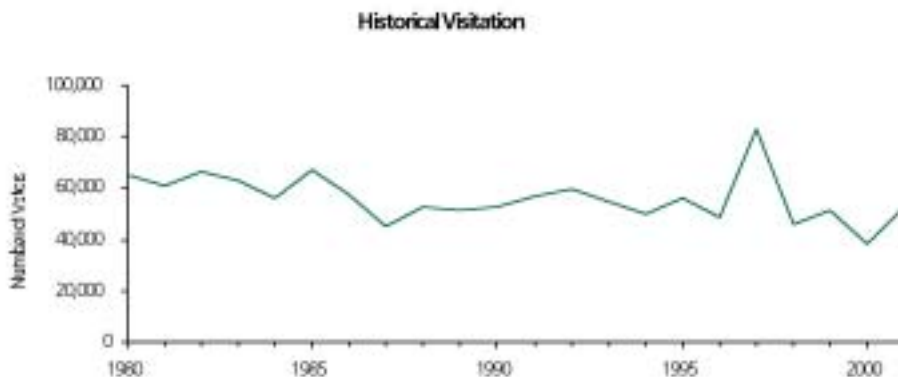
Park visitors typically fall into one of two categories: those who come into the fort itself, and those who attend special events on park grounds but do not typically go into the fort. These two groups are split almost evenly in terms of total number, but their usage patterns diverge greatly. The vast majority of this group attends the park’s flagship Honor America Days event, which runs from late July into



early August. The typical Honor America Days attendee does not enter the fort and is likely to be unaware of what goes on there.

Visitors who do enter the fort can be divided into two major categories: school children (mostly fourth-graders) who arrive with organized educational “field trips”, and traveling families or other groups generally not from the Rome area. School children visits are concentrated in the spring and early summer, and group size typically ranges from 15 to 50 kids. Traveling families arrive at a slow but steady trickle throughout the spring, summer, and fall.

Total park visitation received a noticeable spike in 1997, as a result of the park’s hosting of the traveling Vietnam Veterans Memorial. A downward spike in 2000 was observed, but remains unexplained. A slight upward spike is expected in 2002, due to the celebration of the 225th anniversary of the siege of Fort Stanwix.





# Current Park Operations

This business plan differentiates between two types of expenditures: Operations & Maintenance, and Investments. Operations & Maintenance requirements are those funds needed to carry out everyday operations at a park unit. Some examples include annual payroll costs, janitorial operations, and managing a telecommunications network.

On the other hand, investments are significant one-time costs that parks incur in order to fix current problems or provide for future park development. Investments may include projects such as a resource inventory necessary to establish a credible baseline before beginning a monitoring program as well as constructing a new building. This section of the plan focuses on the Operations & Maintenance activities of the park. In order to describe park operations for this business plan, park activities were divided into five functional areas, which describe the five areas of business for which the park is responsible. The five functional areas are:

- Resource Protection
- Visitor Experience & Enjoyment
- Facility Operations
- Maintenance
- Management & Administration

These are then further broken down into 35 programs that more precisely describe park operations. Programs are general in order to cover a broad suite of activities that should be occurring in the park.

The next component of the business planning process is the completion of a detail sheet for each program. These forms describe the day-to-day activities occurring in the park and the totality of financial need associated with them.

Statements of work are developed to describe the suite of activities encompassed by the program. Then operational standards are generated to describe the duties and responsibilities required to meet the critical functions of the program as stated in the statement of work. These standards are then used to determine the total financial resources required to perform the standard tasks of the program. The final step is to compare current park activities to the operational standards to identify the gaps between required and available resources.

The following pages discuss each of the functional areas in detail.



**Resource Protection:** encompasses all activities related to the management, preservation and protection of the park's cultural and natural resources. Activities include research, restoration efforts, species-specific management programs, wild land fire management, archives and collections management, historic site protection, and information integration activities.

**Visitor Experience & Enjoyment:** includes all park activities directly related to providing visitors with a safe and educational experience while at the park. It includes all interpretation, visitor center management, interpretive media, in-park concessions management, fee collection, and visitor safety services.

**Facility Operations:** includes all activities required to manage and operate the park's infrastructure on a daily basis. Buildings, roads, trails, utilities, and campgrounds require a range of operational activities from basic sanitation to snow plowing to water testing.

**Maintenance:** includes activities directed solely to prolonging the life of park assets and infrastructure through substantial repair, replacement or rehabilitation of park assets, such as buildings, roads, trails, utilities, fleet vehicles, and equipment.

**Management & Administration:** encompasses all park wide management and administrative support activities. It includes all park communications and external affairs activities, park level planning, human resource management, information technology, park leadership, and financial management.



These are some of the museum collections housed in the fort.



## Resource Protection

### Overview

Resource protection at Fort Stanwix is managed by the Division of Cultural Resources, and staffed exclusively by the Division Chief. Because resource protection needs at Fort Stanwix have consistently exceeded available staffing and non-labor resources, only the division's most urgent requirements have been addressed at any particular time. Accordingly, Resource Protection shows the largest divisional deficit of \$264,549, accounting for 36% of the park's 2001 shortfall.

75% of the division's activities fall under category of Cultural Resource Management (CRM). At Fort Stanwix, CRM encompasses three major areas: 1) Collections Management, 2) Historical and Ethnographic Research, and 3) Cultural and Historic Stewardship.

### Collections

Collections Management at Fort Stanwix involves the preservation and curation of the park's extensive collection of approximately 450,000 historic artifacts, of which about 45,000 date to the 18th Century. Remaining artifacts date to the 19<sup>th</sup> and 20<sup>th</sup> Century development of Rome. Currently housed within the fort's concrete sub-structure, the collections are endangered by excessive humidity, insect damage, and mold contamination.

In 2001, the NPS Northeast Museum Services Center worked with the park to create a Collections Management Plan that addresses collections deficiencies at the park. In FY2003, the park will hire a curator to implement the plan, the central work element of which is to prepare and conduct the re-housing of the park's collections to the Willett Center for its 2005 grand opening.

Resource Protection  
FY01 Expenditures by Program



### Historical and Ethnographic Research

This program supports research that adds to the body of knowledge surrounding Fort Stanwix and the Northern Frontier. Ethnography at the park emphasizes the study of Native Americans and other ethnic groups with historical associations to Fort Stanwix and the region.

Activities in this area were minimal in FY2001 and preceding years, due to funding constraints. Future historical and ethnographic research at the park will likely be conducted in partnerships with institutions of higher learning in the region.

This program includes structural and site historic compliance assurance (NEPA and NHPA), cultural landscape management, archeology, and technical advice to external partners. The goal of compliance assurance is to maintain the Fort's historically accurate appearance and protect archeological resources.

Natural Resource Management at the park consists primarily of monitoring occasional wildlife activity on the fort grounds. The need in this category is virtually negligible. Information Integration and Analysis consists of Geographic Information System (GIS) data analysis and other information management.

Resource Management and Administration includes oversight of cultural and natural resource programs. All park staff members share responsibility for ensuring that park resources are protected and preserved. The Chief of Cultural Resources position includes the role of technical and compliance advisor, and exercises oversight for program policies and execution. The position also occasionally takes on the role of managing independent contractors directly.



Archeological excavation, summer 2002



Fort Stanwix National Monument is currently planning a new facility that will enhance operations, interpretation, and historic collections management at the park. Within the 15,000 square-foot center will be exhibits; an audiovisual presentation; public event space; a bookstore; and a climate-controlled museum collection storage area for the 450,000 artifacts held by the NPS.

The \$6 million Willet Center represents a partnership with financial, community, and national interests, among them the National Park Service, the City of Rome, Oneida County, the U.S. Housing and Urban Development Agency, the State of New York, the Oneida Nation, and the Mohawk Valley Heritage Corridor.



## Visitor Experience & Enjoyment



18th century Colonial Ball



### Overview

Visitor Experience and Enjoyment at the park is handled by the Visitor Services Division, which encompasses five main areas of responsibility: 1) Interpretation, 2) Education, 3) Other Visitor Services, 4) Visitor Service Partnerships, and 5) VEE Management and Administration. The division manages formal and informal “living history” interpretation on-site, conducts off-site educational programs for elementary school students, and currently offers a fourth-grade curriculum to teachers via the Internet.

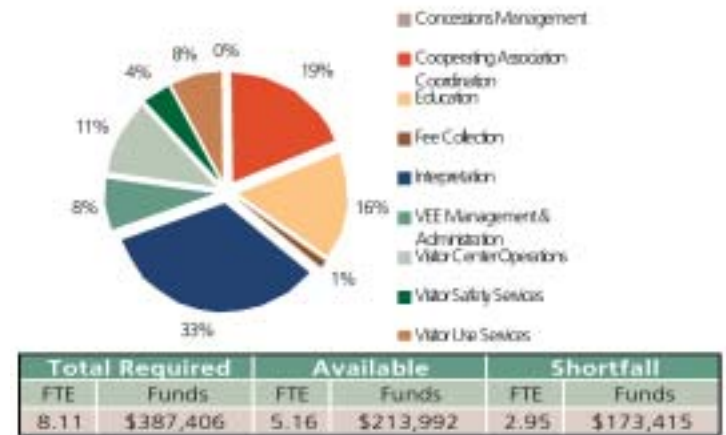
Other Visitor Services include visitor center operations and special use permitting. Partnerships include Bookshop operations, management of the “Volunteers in Parks” Program, and coordination with Development Partners to focus resources on the park’s internal and community stewardship goals. VEE Management and Administration consists of managing visitor services staff, handling special use fees, and contracting for safety and security services.

Interpretation is the division’s largest program, with 2001 expenditures of about \$70,000, or 31% of the FY2001 divisional budget. Partnerships (including Volunteers in Parks) accounted for another 23% of the year’s divisional budget. Remaining divisional expenditures were spread relatively evenly as follows: Other Visitor Services (18%), Education (15%), and VEE Management and Administration (13%).

### Interpretation

This area accounts for almost one-third of divisional expenditures, 43% of the division’s total FTE need, and 44% of the division’s total \$173,415 shortfall.

Visitor Experience & Enjoyment  
FY01 Expenditures by Program



Formal interpretation consists of regularly scheduled talks and living history demonstrations, and informal interpretation consists of all unscheduled interactions between visitors and staff. The park’s flagship formal “black powder” program demonstrates the use of replica muskets and artillery pieces owned by the park.

Informal interpretation is generally initiated by the visitor, who may approach a ranger with specific questions or issues to discuss. Other informal interpretation includes welcoming visitors at the front gate, and other spontaneous interaction with visitors.

## Education

Currently the majority of educational visitors to Fort Stanwix are fourth-grade students learning about early American history. A range of programming options is available, from general orientation to three-hour “be a soldier” interactive programs. The park offers an online fourth-grade curriculum to augment the on-site class visit, and teachers are encouraged to utilize the in-class materials before and after visiting. New curricular materials will seek to broaden the range of age-groups and learning disciplines supported, to create highly interactive learning opportunities, and to mesh even more closely with on-site visits. This area accounts for 1.4 FTE of the division’s total staff need, and 35% of the division’s total FY2001 shortfall.



## Other Visitor Services

Park staff operates a visitor center within the fort, which serves to provide visitor orientation, telephone, water fountains, and response to basic visitor needs and requests. The bookshop is housed in the visitor center, as is an introductory film and other exhibitry. Total staffing need in this area is 1.5 FTE, and the FY2001 shortfall is \$29,004, or 17% of the division’s FY2001 unmet needs.

Special uses of the Fort, such as organized sporting events, photography sessions, etc., are allowed in conjunction with a Special Use Permit.

## Visitor Service Partnerships

Housed in the visitor center, the park bookshop is operated by Eastern National, an association operating in more than 130 national parks and other public trusts. The bookshop is designed to support and augment the park’s educational program, and accordingly the park takes a very active role in managing bookshop operations.

## VEE Management and Administration

This category includes management of all visitor services staff and programs. Managerial efforts in this area involve: scheduling, interpretive, historical, and safety-oriented training, divisional budgeting and budget tracking, as well as maintaining a long-range interpretive plan (LRIP). Law enforcement (LE) is conducted by agreement with the City of Rome Police Department.

## Fort Stanwix: The Town Commons

Outside the fort walls and beyond the grounds, the City of Rome lives on. The story of Fort Stanwix, from its origins to its modern reconstruction, has shaped and defined the city in so many ways – and yet the people of Rome don’t always feel this sense of connectedness.

As a National Park, fostering the public’s connection with its heritage is a fundamental duty. Yet in our hectic, modern age, this is no easy task.

Because the site of the fort is a national monument, and a place where people sacrificed during a time of national struggle, activities on the fort grounds should always be respectful of this special place.

That said, Fort Stanwix can and should be a place of civic celebration and pride, a “town commons” that draws citizens back to these public grounds and helps perpetuate a sense of community. Through its participation in the annual Honor America Days and other celebrations, the park already does much in this regard.

An ongoing challenge for Fort Stanwix will be to balance between the two goals of preserving the fort and its ground in their existing state, while creatively expanding the ways in which the park serves its visitors.

## Facility Operations

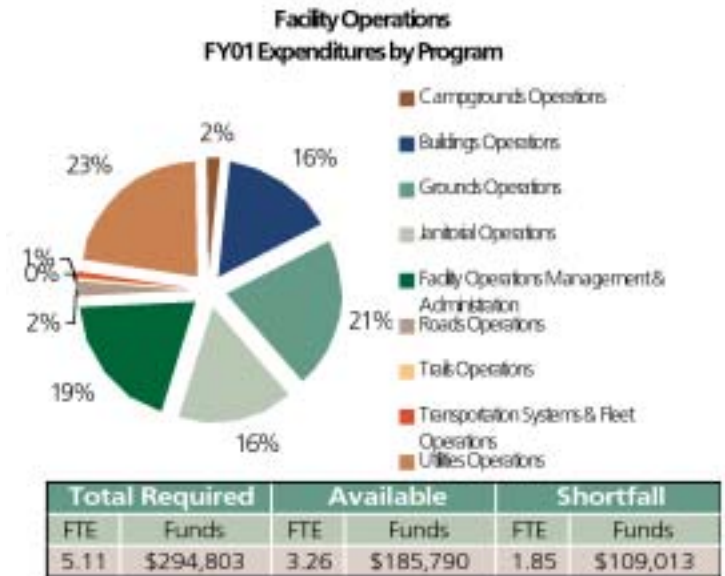


The 16 acres of Fort Stanwix grounds include 22 reconstructed buildings and structures, 2 miles of trails, and a wide expanse of meadow. Operations of these facilities require a wide range of equipment and personnel skills to carry out lawn mowing, janitorial policing, wood sealing, and snow removal, among other activities.

There are five areas that account for the bulk of the Facility Operations expenditures: Buildings Operations, Ground Operations, Janitorial Operations, Management and Administration, and Utilities. The first three groups account for the majority of the direct activities at the fort, each contributing between 16 and 21% of the total. The Management and Administration function, which oversees all of the work, contributes another 19%. The final large expenditure (and indeed the largest overall) is the Utilities expense, contributing 23%.

The remaining 5% of costs are associated with Campground Operations (clean up following revolutionary war re-enactor encampments), Road Operations (snow removal from the park's parking lots), and Transportation Systems and Fleet Operations (reoccurring operating costs such as fuel and oil for park vehicles).

Buildings Operations include all activities required to maintain the appearance and historical accuracy of the reconstructed fort and its associated buildings. These operations are unique and require specialized processes and skill sets. This includes monitoring wood for rot or damage, monitoring the condition of the cannons and carriages, controlling pests such as rodents and bugs, and applying wood sealant to all windows, doors, gutters, and other trim to protect against the harsh weather conditions. Additional work inside the fort structures, the maintenance building, or the headquarters facilities (located in the Rome Historical Society) typically includes replacing light bulbs



and painting as necessary. The current shortfall in Building Operations is one-third of a seasonal maintenance worker, or 0.22 FTE. Another 0.22 FTE will be required once the Willett Center is opened.

Grounds Operations primarily involves maintaining the appearance of the 15.9 acres of rolling fields outside the fort walls. These fields receive varying patterns of usage from normal park visitors, city residents who cut through the park property, and annual events such as the Honor America Days concert and firework show. The fields must be mowed frequently to preserve a refined appearance in the town center and minimize the population of rodents.



The glacis (downward sloping earthwork surrounding the fort) and a dry creek bed present their own unique challenges to mowing and maintenance. Like Buildings Operations, the current shortfall in Grounds Operations is 0.22 FTE with another 0.22 FTE required when the Willett Center opens.

Janitorial Operations primarily include cleaning facilities within the fort barracks, casemates, and storehouse. This includes the exposition rooms, onsite bathrooms, visitor center, gift shop, museum, staff library, staff lounge, and old administrative offices. Frequent cleaning of the fort is required to maintain an authentic, historically accurate visitor experience. In addition to the janitorial activities at the fort, there are also cleaning responsibilities at the maintenance building and the park headquarters in the Rome Historical Society. Like Buildings and Grounds Operations, the current shortfall in Janitorial Operations is 0.22 FTE with another 0.22 FTE required when the Willett Center opens.



Management and Administration duties include annual budgeting, work scheduling, supervision, and reporting. The Facility Manager currently carries out these duties. The addition of a part-time Maintenance Facility Clerk, representing 0.5 FTE, is required to handle some of the paperwork and free up the Facility Manager for higher value-added work.

Utilities Operations includes the management of the fort's complex system of utilities underlying the seemingly archaic structure. This system includes water, electricity, telecommunications, heat, and air conditioning systems. Regular monitoring of all these systems is required to ensure their consistent performance and to extend their working life. By virtue of the fort's size and extreme summertime and wintertime weather conditions, Fort Stanwix spends over \$42,000 each year on utilities. When the Willett Center opens annual utilities costs will increase by an anticipated \$25,000 a year.

## Working with Mother Nature

With average July highs of 80 degrees, January lows of 12 degrees, 43 inches of annual rainfall, and 153 inches of annual snowfall, the weather in Central New York creates many challenges for the Fort Stanwix facility department.

Winter requires snow removal along the trails and inside the fort. Even though the fort is closed in the winter from January to March, access to the fort must be maintained for security and fire suppression access.

Spring rains and snowmelt present new challenges in maintaining access to the fort structures. The facility department must drain standing water and mud from the trails and parade ground in order to maintain the best possible access for all park visitors.

Summer produces the seemingly never-ending challenge of mowing. In addition to the 16 acres of fields surrounding the fort, park staff maintains the grounds around the Rome Historical Society and the Tomb of the Unknown Revolutionary War Soldier.

The fort's utilities infrastructure is constantly tested to handle the yearlong weather extremes of central New York. Utilities bills alone make up a full 6% of the FY2001 budget.

## Maintenance

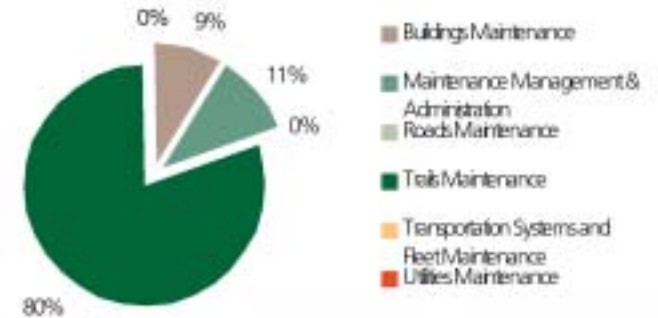


The fort will continue to see maintenance requirements on the rise.

In addition to the annual work of Facility Operations to ensure an attractive, safe, and historically accurate park, Maintenance activities are reoccurring efforts to prolong the useful life of park assets and resources. While maintenance requirements were minimal immediately following the fort's reconstruction in the 1970s, the requirements have grown in recent years as the structure ages in approach of its 30th anniversary. Park management has decided to address these growing needs in the following way: operating budget money is dedicated to monitoring maintenance needs, planning for projects, and managing implementation. The source of funds for the actual work has traditionally been sought from federal non-base appropriated project funds or alternative local funding sources.

This split between operating budget (managing maintenance needs) and non-base funding sources (supporting actual maintenance projects) is reflected in the financial analysis of the Maintenance functional area. Approximately ten percent of the Facility Manager's time is dedicated to monitoring the condition of the 22 fort buildings and structures, planning major maintenance projects, and managing their implementation. This effort is reflected in the 11% of FY2001 expenditures in this functional area. Even with 0.10 FTE of the Facility Manager dedicated to Maintenance, it is often difficult to stay on top of the park's long-term needs. The pressures of addressing the immediate facility operations requirements and administrative burden often mean that long-term planning for the fort structures does not receive sufficient attention. Additional maintenance workers to handle the facility operations and a part-time clerk to help relieve

Maintenance  
FY01 Expenditures by Program



Total Required		Available		Shortfall	
FTE	Funds	FTE	Funds	FTE	Funds
0.21	\$56,315	0.21	\$56,141	0	\$174

administrative pressure will allow the Facility Manager to double his commitment to this area to 0.20 FTE.

The other large component of Maintenance is the actual projects that extend the useful life of park assets and resources – typically funded by non-base project dollars. Past efforts have included replacing rotten timbers (see sidebar), repairing leaks in the utilities tunnels, and repairing storm damage to the wooden roof shingles. The majority of small projects are paid for out of a small amount of the operating budget dedicated to Maintenance. This effort, represented by Buildings Maintenance, makes up 9% of the total expenditures in this area.

Fiscal year 2001 also saw the beginning of a major trail restoration project funded with non-base project dollars. This project represented the first time in over a decade that any major work had been conducted on the trail system. Begun in FY2001 and completed in FY2002, the total cost of the project was \$44,934. The old trail surface was removed and replaced with a pressed stone and oil trail. If the trail is resealed every 3 years (at \$6,000 to 7,000 each time), the trail is expected to last 10 to 20 years before requiring replacement. The non-base appropriation for this project represents 80% of the FY2001 expenditures in this functional area.

Future Maintenance projects may include replacing the rotten timbers of the west casemate walls (see sidebar, this page), repairing the south and east casemate firing steps, and re-grading the parade ground for easier maintenance and improved access.



## Combating Mold and Wood Rot

Maintaining a reconstructed 18th century fort presents many unique challenges. One of the largest is controlling mold and rot in a damp environment without sufficient air circulation. The fort is constructed primarily of timbers up to 20 feet long and 24 inches across. These are exposed to year-round wear from weather, pests, and visitors. The rooms inside the fort are dark, damp, and poorly ventilated, creating a significant mold problem. Although extensive efforts are employed throughout the year to protect and preserve the structures, periodic replacement of rotten and moldy walls is required.

One such effort took place in 1997 when the north casement wall was completely removed and replaced. Each log had to be custom milled, hand-worked to create an 18th century appearance, and individually fitted into the overall structure. The total cost for this project was \$60,000 and took 6 months to complete.

Similar projects will be required in the future as the 26-year old structure continues to age. In particular, several staff offices have been vacated due to mold growth. In each case, the wall replacements will have to be conducted with the same degree of care and craftsmanship to maintain the historically accurate appearance of Fort Stanwix National Monument.



## Management & Administration



Fort Stanwix National Monument interns, 2002.

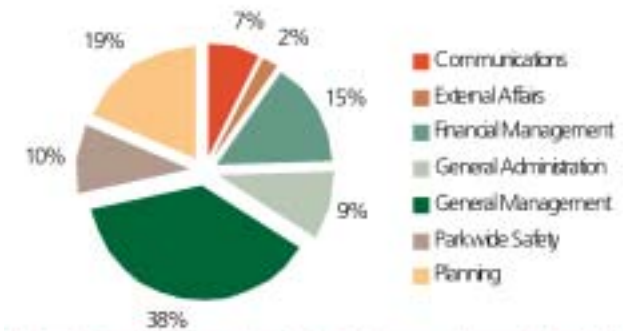
Management and Administration at Fort Stanwix National Monument is a unique combination of coordinating daily internal operations and working with external constituencies. This requires integrating the needs of park visitors, the interests of neighboring communities, the shared objectives of other regional heritage organizations, and the goals of the National Park Service.

The majority of historical expenses have been focused on managing the “internal” needs of the park. This is reflected by expenditures in Communications (7%), Financial Management (15%), General Administration (9%), Parkwide Safety (10%), and most of General Management (38%). General Management includes four sub-programs: Human Resources, Internal Communications, Regional/WASO Coordination, and Development Partners. Of these, the first three are considered “internal” efforts while Development Partners is addressed below. The “internal” management component represents 75% of the current expenditures.

There is a park-wide need to improve the “internal” administration of the park by expanding the management “tool kit.” This includes improved financial discipline, proactive personnel recruiting, and streamlined decision-making. Of the \$195,654 shortfall, \$40,273 would be spent to improve the “internal” management of Fort Stanwix.

Historically, Fort Stanwix has not emphasized the “external” portion of Management and Administration. These include many of the activities in External Affairs, Planning, and the Development Partners sub-program of General Management. Of the currently available dollars, 25% is spent on “external” management. This includes **proactive marketing** of the park’s services to potential

Management & Administration  
FY01 Expenditures by Program



Total Required		Available		Shortfall	
FTE	Funds	FTE	Funds	FTE	Funds
6.77	\$472,926	5.09	\$277,273	1.68	\$195,654

users, **cultivating partnerships** with supporting organizations, and taking an active role in managing the **shared heritage** of the Central New York region. Current park management has dramatically increased efforts along these dimensions of “external” involvement.

With regard to **proactive marketing**, Fort Stanwix intends to increase its outreach to the local community and potential visitors. This will increase the overall impact of the park by sharing resources with a wider group of people who were previously unaware of park offerings. The shortfall of the 0.5 FTE Public Information Officer position reflects this increased desire to reach out to the community and potential users of the park’s resources. \$76,362 of the \$195,654 shortfall reflects this intended increase in public information and marketing expense.

With regard to **cultivating partnerships**, Fort Stanwix believes that working together with organizations with shared objectives can provide tremendous leverage to the federal dollars flowing through the National Park Service. Increasing management effort in this area has the potential to “unlock” impact from all over the community. As a result this increased focus on partnerships, Fort Stanwix has signed 12 cooperative agreements in the last 18 months to work more closely with similar organizations (see sidebar text, this page). \$50,902 of the \$195,654 shortfall reflects this intended increase in partnership development.

With regard to **shared heritage**, Fort Stanwix has continued to play an active role in preserving and promoting the heritage of the Central New York region. Fort Stanwix lies at the intersection of several areas of regional and national significance, including the Mohawk Valley National Heritage Area, the Northern Frontier National Heritage Area, and the Erie Canal National Heritage Area. The management at Fort Stanwix believes they can continue to support regional and national heritage efforts by focusing management time and providing technical support. \$28,117 of the \$195,654 shortfall reflects this intended increase in regional heritage management.



Agreement signing with Oriskany Battlefield, August 2002.



## Tools for Partnership

Throughout the country, the NPS is seeking out new and innovative ways to operate. The staff at Fort Stanwix has entered into partnerships – both formal and informal - with 12 organizations in 2002. In some instances, formal but flexible agreements have been put in place in order for the park to define shared objectives, responsibilities, and expectations between the NPS and its partners. These agreements are a valuable mechanism that enables the staff at Fort Stanwix to work in tandem with community groups and exchange funds and/or services to achieve shared goals.

An agreement with the Rome Area Chamber of Commerce has enhanced the ability of the NPS to work more closely with the Chamber on Honor America Days. Fort Stanwix has also joined with the Rome Historical Society to share staff and sponsor events at the Tomb of the Unknown Revolutionary War Soldier.

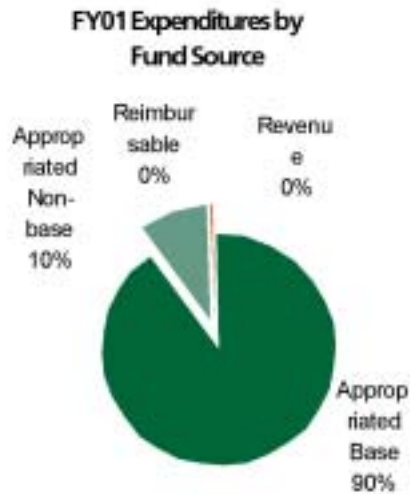
A partnership with the Oriskany Battlefield State Historic Site is designed to strengthen the efforts of each site in the areas of visitor services, operations, resource management, publicity, and partnership outreach.

Fort Stanwix looks forward to a continuing relationship with the Eastern National, Erie Canal Village, the City of Rome, Oneida County, the Mohawk Valley Heritage Corridor, the State of New York, and many others.

# Financials

## Summary Financial Statement

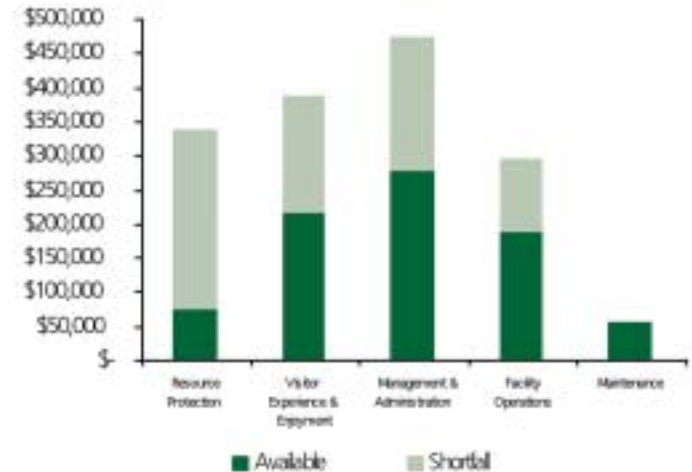
Fort Stanwix was 47% under-funded in FY2001. This need was relatively evenly spread across functional areas with the exception of Maintenance, which relies on project money to address needs as they are identified (resulting in no shortfall in FY2001 operating requirements). On both a percentage and absolute basis, Resource Protection is the most under-funded (\$264,549 or 78% under-funded). This under-funding is the result of years of deferment of collections and ethnographic needs. The \$173,415 shortfall (45%) in Visitor Experience & Enjoyment is primarily due to an increased focus on development in interpretation and education. The \$195,652 shortfall (41%) in Management & Administration is attributable to the need to expand marketing efforts and improve outdated management systems. The \$109,013 shortfall (37%) in Facility Operations reflects the need to add seasonal resources to handle the overwhelming day-to-day operations in the summertime.



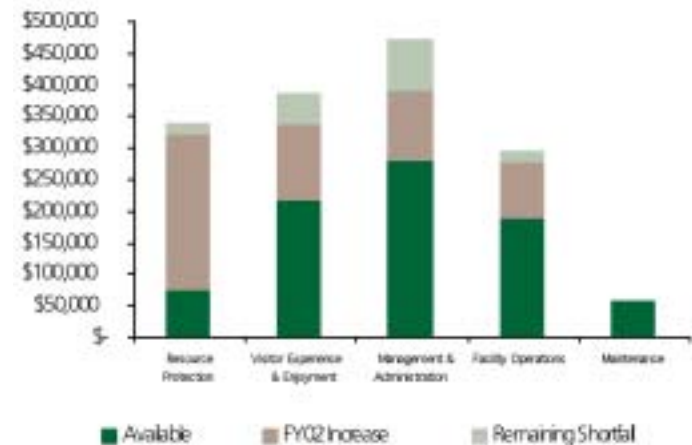
Fort Stanwix received 90% of its expenditures from the Appropriated Base budget source.

The \$742,803 total FY2001 shortfall is misleading because Fort Stanwix received a \$570,000 appropriated base budget increase in FY2002. The budget increase was intended to address the park's most pressing needs which are described above. After accounting for this operating budget increase, the actual shortfall is only \$172,803 (\$19,424 Resource Protection, \$52,415 Visitor Experience & Enjoyment, \$82,779 Management & Administration, \$18,012 Facility Operations, and \$174 Maintenance). Fort Stanwix has traditionally relied heavily on appropriated base budget funding to meet its financing needs (90% in FY2001). To meet the remaining \$172,803 shortfall and future needs, the park will have to pursue non-appropriated funding sources more aggressively (see Priorities & Strategies section).

**FY01 Required Funds by Functional Area**



**Impact of FY02 Base Budget Increase**





FUNCTIONAL AREAS AND PROGRAMS	REQUIRED		AVAILABLE					SURPLUS(DEFICIT)		
	FTE	Funds	APPROPRIATED		NON-APPROPRIATED		TOTAL		FTE	Funds
			Base	Non-base	Reimbursable	Revenue				
RESOURCE PROTECTION										
Cultural Resource Management	3.0	\$276,572	\$29,927	\$25,467	\$0	\$0	0.5	\$55,403	(2.5)	(\$221,169)
Information Integration and Analysis	0.4	\$26,186	\$4,889	\$0	\$0	\$939	0.1	\$5,829	(0.3)	(\$22,357)
Resources Management and Administration	0.4	\$31,989	\$10,904	\$0	\$0	\$0	0.1	\$10,904	(0.3)	(\$21,084)
Natural Resource Management	0.0	\$754	\$815	\$0	\$0	\$0	0.0	\$815	0.0	\$61
Subtotal	3.7	\$337,500	\$46,545	\$25,467	\$0	\$939	0.7	\$72,951	(3.1)	(\$264,549)
VISITOR EXPERIENCE AND ENJOYMENT										
Concessions Management	0.0	\$0	\$0	\$0	\$0	\$0	0.0	\$0	0.0	\$0
Partnerships	1.3	\$55,834	\$36,168	\$5,000	\$35	\$0	0.8	\$41,203	(0.5)	(\$15,631)
Education	1.4	\$94,502	\$33,514	\$0	\$47	\$0	0.8	\$33,561	(0.6)	(\$60,941)
Fee Collection	0.0	\$1,529	\$2,385	\$0	\$4	\$0	0.1	\$2,389	0.0	\$1,359
Interpretation	3.5	\$147,850	\$70,544	\$0	\$173	\$0	2.0	\$70,717	(1.4)	(\$77,132)
VEE Management and Administration	0.3	\$22,527	\$16,946	\$0	\$0	\$0	0.2	\$16,946	(0.0)	(\$6,581)
Visitor Center Operations	1.5	\$52,618	\$23,557	\$0	\$57	\$0	0.7	\$23,614	(0.8)	(\$29,004)
Visitor Safety Services	0.1	\$5,728	\$9,401	\$0	\$10	\$0	0.3	\$9,412	0.1	\$3,683
Visitor Use Services	0.1	\$5,319	\$16,115	\$0	\$35	\$0	0.4	\$16,150	0.2	\$10,832
Subtotal	8.1	\$387,406	\$208,630	\$5,000	\$362	\$0	5.16	\$213,992	(3.0)	(\$173,415)
FACILITY OPERATIONS										
Campgrounds Operations	0.1	\$4,348	\$3,765	\$0	\$0	\$17	0.1	\$3,782	(0.0)	(\$567)
Buildings Operations	1.3	\$55,884	\$29,245	\$0	\$0	\$99	0.7	\$29,344	(0.6)	(\$26,520)
Grounds Operations	1.5	\$65,936	\$36,678	\$0	\$0	\$137	1.0	\$36,815	(0.5)	(\$27,122)
Jenioral Operations	1.2	\$52,949	\$38,887	\$0	\$0	\$105	0.7	\$38,992	(0.5)	(\$13,957)
Facility Operations Management and Administration	0.9	\$36,289	\$36,158	\$0	\$0	\$0	0.6	\$36,158	(0.3)	(\$2,132)
Roads Operations	0.1	\$4,303	\$4,293	\$0	\$0	\$7	0.1	\$4,300	0.0	\$3
Trails Operations	0.0	\$483	\$498	\$0	\$0	\$1	0.0	\$500	0.0	\$16
Transportation Systems and Fleet Operations	0.0	\$1,733	\$1,598	\$0	\$0	\$0	0.0	\$1,600	0.0	(\$134)
Utilities Operations	0.0	\$71,816	\$42,292	\$0	\$0	\$3	0.0	\$42,295	0.0	(\$29,521)
Subtotal	5.1	\$294,803	\$185,419	\$0	\$0	\$371	3.25	\$185,790	(1.9)	(\$109,013)
MAINTENANCE										
Buildings Maintenance	0.0	\$25,000	\$5,167	\$0	\$0	\$15	0.1	\$5,181	0.1	(\$14,819)
Maintenance Management and Administration	0.2	\$27,582	\$6,029	\$0	\$0	\$0	0.1	\$6,029	(0.1)	(\$21,553)
Roads Maintenance	0.0	\$0	\$0	\$0	\$0	\$0	0.0	\$0	0.0	\$0
Trails Maintenance	0.0	\$7,900	\$0	\$44,934	\$0	\$0	0.0	\$44,934	0.0	\$37,034
Transportation Systems and Fleet Maintenance	0.0	\$1,733	\$0	\$0	\$0	\$0	0.0	\$0	(0.0)	(\$1,733)
Utilities Maintenance	0.0	\$0	\$0	\$0	\$0	\$0	0.0	\$0	0.0	\$0
Subtotal	0.2	\$56,315	\$11,193	\$44,934	\$0	\$15	0.21	\$56,141	(0.0)	(\$174)
MANAGEMENT AND ADMINISTRATION										
Communications	0.4	\$12,829	\$17,059	\$3,408	\$0	\$4	0.1	\$20,471	(0.2)	\$7,642
External Affairs	1.1	\$82,982	\$6,619	\$0	\$0	\$0	0.1	\$6,619	(1.0)	(\$76,362)
Financial Management	1.3	\$72,604	\$40,530	\$0	\$0	\$0	0.8	\$40,530	(0.5)	(\$31,475)
General Administration	0.6	\$47,936	\$26,110	\$0	\$0	\$0	0.4	\$26,110	(0.2)	(\$21,826)
General Management	1.7	\$155,721	\$105,139	\$0	\$0	\$0	1.6	\$105,139	(0.1)	(\$50,581)
Parkwide Safety	0.9	\$21,394	\$26,459	\$0	\$0	\$0	1.3	\$26,459	0.4	\$5,065
Planning	0.9	\$85,061	\$31,944	\$0	\$0	\$0	0.8	\$31,944	(0.1)	(\$53,117)
Subtotal	6.8	\$472,926	\$273,860	\$3,408	\$0	\$4	5.1	\$277,372	(1.7)	(\$195,554)
Grand Total	23.9	\$1,346,950	\$725,847	\$78,868	\$362	\$1,329	14.4	\$806,147	(9.5)	(\$540,803)

This financial statement has been prepared from the books and records of the National Park Service in accordance with NPS accounting policies. The resources available reflect the total operations and maintenance expenses incurred by the park during the last complete fiscal year. The resources required represent the funding needed to operate the park while fully meeting operational standards as defined in business plan supporting documentation. Program requirements are presented as a five-year planning tool based on salary and wage tables from the same fiscal year, given current resource inventories, and the current park infrastructure. Changes resulting from one-time projects and capital improvements (e.g. investments) may have a resulting impact on the operational requirements presented.

The value of donated materials and in-kind services is not included as an available resource in the financial summary because these materials and services are not only used for required operations. See page 28 for information on the valuation of work performed by volunteers.

The financial statement presents the available and required resources for the operational activities of the park only. Investment expenditures for capital improvements or other one-time projects are not accounted for in this statement. For information on the park's investment expenditures, see page 30. This financial statement has been prepared from the books and records of the National Park Service in accordance with NPS accounting policies. The resources available reflect the total operations and maintenance expenses incurred by the park during the last complete fiscal year. The resources required represent the funding needed to operate the park while fully meeting operational standards as defined in business plan supporting documentation. Program requirements are presented as a five-year planning tool based on salary and wage tables from the same fiscal year, given current resource inventories, and the current park infrastructure. Changes resulting from one-time projects and capital improvements (e.g. investments) may have a resulting impact on the operational requirements presented.

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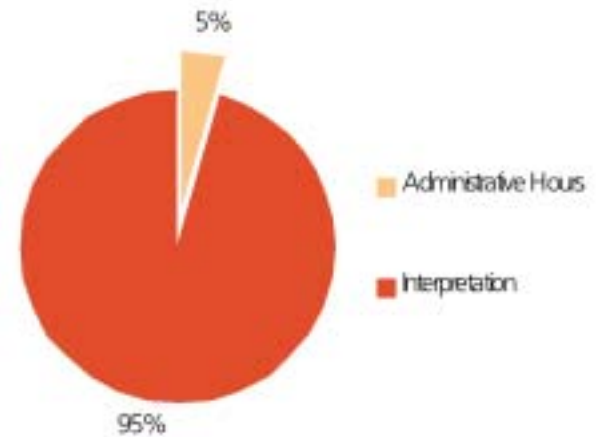
## Volunteer Analysis

Fort Stanwix logged 19,418 hours of volunteer time in FY2001, an astounding number for a park of its size. This large number is a direct reflection of the emphasis on living history and revolutionary war reenactments.

Revolutionary War re-enactors are considered volunteers because they are required to demonstrate 18th Century tools or trades while the park is open during a reenactment. Volunteers play an indispensable role in ensuring a high quality experience for every visitor. This volunteerism represents an additional 9.3 FTE (assuming 2080 hours per year) of park labor, or a 65% increase over the 14.4 FTEs employed in FY2001. Using the hourly rate of \$16.05 (the average wage rate of non-agriculture workers in the United States in 2001 as published by the group *The Independent Sector*) the dollar value of volunteer hours in FY2001 was nearly \$312,000. The Volunteers in Parks program required \$26,225 to run in FY2001 producing a net benefit to the park of \$285,775.

The emphasis on interpretation within the Volunteers in Parks is reflected in the fact that 95% of all volunteer hours are attributed to Interpretation. The remaining 5% are Administrative Hours, most of which support the volunteer reenactments. In the future, the park will consider expanding its successful volunteer programs to include areas outside of Interpretation. For instance, volunteers could be used to help build some of the currently un-reconstructed sections of the fort such as the Headquarters building and the Sallyport. The opening of the Willett Center will also provide new opportunities for volunteers to provide front desk support or help with the improved cataloging of the over 450,000 artifacts in the park's collections.

FY01 Volunteer Hours by Category



The future of the Volunteers in Parks program at Fort Stanwix will include continued emphasis on Interpretation with the development of new opportunities in collections management, visitor center operation, and fort maintenance.

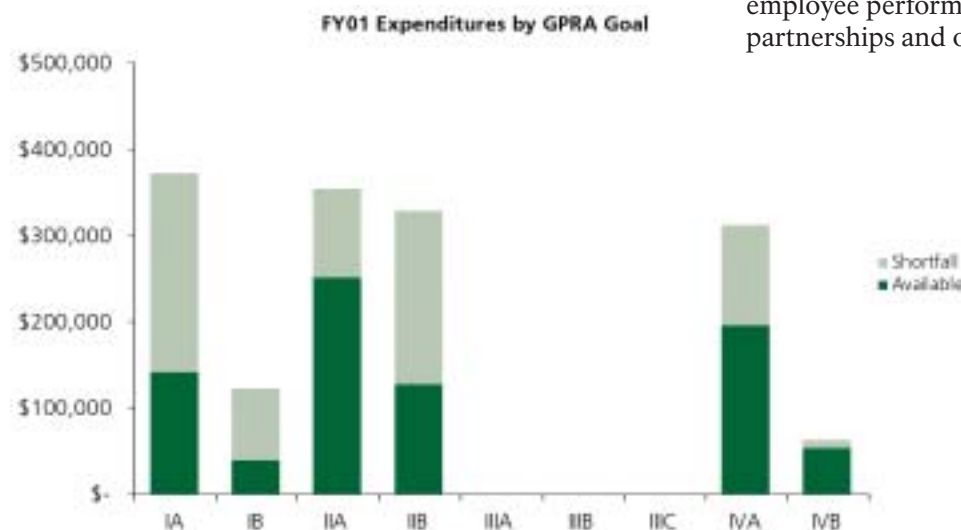
# Government Performance and Results Act

## Overview

Congress passed the Government Performance and Results Act (GPRA) in 1993 to help federal agencies achieve their missions more efficiently, and communicate with Congress and the American people more effectively.

Dividing expenditures by GPRA goal, one observes that close to half of total expenditures fall under Goal II. This focus on visitor experience is not surprising for a living history park. Remaining expenditures are divided between Goals II (22%) and IV (31%). Goal III involves legislated conservation programs that are not applicable to the park.

The park's FY2001 shortfall is evenly divided between Goal I and Goal II (about 40% each), which is consistent with the park's cultural resources management backlog and the need for ramping up in anticipation of Willett Center operations. The remaining 20% of the FY2001 shortfall fits under Goal IV, expressing the need to improve management's "tool kit" for cultivating talent and providing analytical training.



## Goal I: Preserve Park Resources

Top park goals from this category include meeting relevant collections management standards and conducting much-needed ethnographic and historical research.

## Goal II: Provide for Public Use and Enjoyment

Goals in this category include visitor satisfaction, understanding, and safety targets, as well as specific objectives for the park's educational program. The BPI process led to a major new park goal in this category: achieving the annual visitation level of 100,000 people by 2005.

## Goal III: Legislated Partnership Programs

This mission goal refers to the legislated NPS partnership programs that assist others outside of park units to preserve our natural, cultural and recreational resources. These goals are not applicable to park units.

## Goal IV: Ensure Organizational Effectiveness

Goals in this category focus on management processes rather than results. Major goals in this category include: meeting diversity, safety, and volunteerism targets, creating employee performance plans, and leveraging value through partnerships and organizational streamlining.

## GPRA Mission Goals

### I. Preserve Park Resources

- Natural and Cultural resources and associated values are protected, restored, and maintained in good condition and managed within their broader ecosystem and cultural context.
- The National Park Service contributes to knowledge about natural and cultural resources and associated values; management decisions about resources and visitors are based on adequate scholarly and scientific information.

### II. Provide for the Public Enjoyment and Visitor Experience of Parks

- Visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of park facilities, services, and appropriate recreational opportunities.
- Park visitors and the general public understand and appreciate the preservation of parks and their resources for this and future generations.

### III. Strengthen and Preserve Natural and Cultural Resources and Enhance Recreational Opportunities Managed by Partners

- Natural and cultural resources are conserved through formal partnership programs.
- Through partnerships with other federal, state, and local agencies and nonprofit organizations, a nationwide system of parks, open space, rivers and trails provides educational, recreational, and conservation benefits for the American people.
- Assisted through federal funds and programs, the protection of recreational opportunities is achieved through formal mechanisms to ensure continued access for public recreational use.

### IV. Ensure Organizational Effectiveness

- The National Park Service uses current management practices, systems, and technologies to accomplish its mission.
- The National Park Service increases its managerial resources through initiatives and support from other agencies, organizations, and individuals.



## Funded Investments

Fort Stanwix engaged in 5 major investment projects in FY2001. They primarily addressed the safety and accessibility of the fort with additional support for collections management planning and volunteer support.

### **Repair Hazardous Walkways (\$48,500) \***

4800 square feet of severely deteriorated brick and concrete sidewalk were removed from the sidewalk near the main fort entrance and replaced with stamped concrete. This was in response to several tripping accidents and in preparation for the increased crowds of the 225th anniversary in August 2002. The project resulted in removed tripping hazards, improved accessibility, and reduction in potential tort claims.

### **Resurface Main Trails (\$45,000)**

The main trails around the fort were rebuilt and repaved to remove potholes and crevices and to remove standing water in spring and summer and ice in winter. The project reduced tripping hazards and provided handicap accessible access to visitors and staff.

### **Prepare Revised Collections Management Plan (\$17,750)**

The park's original Collection Management Plan was completed in 1993. The plan was updated in 2001 to incorporate the building of a new park collection management and educational center, modification of existing exhibits, and addition of collections storage and research areas. The project was undertaken in response to a deficiency in federal standards and to enhance the preservation and accessibility of the fort's museum collections.

### **Volunteers in Parks (\$5,000)**

Fort Stanwix received additional support funds from the Northeast Regional Office based on the number of volunteer hours logged. The funds were used to provide support and materials for volunteers. Improvements to the Volunteers in Parks program have a direct positive impact on visitor experience.

### **Emergency Alarm System Repair (\$3,400)**

As bad luck would have it, Fort Stanwix had its security system destroyed by lightning twice during FY2001. The cost to repair the system the first time was taken out of the existing operating budget. However, the repair costs from the second lightning strike required external funds. These funds were used to return the security system to working order to protect the security of the fort

\* This project was completed in FY2002 so the costs do not appear in the FY2001 financials. It is included here for completeness because it was begun in FY2001.

# Priorities & Strategies

## Operations & Maintenance Priorities

### Overview

Park Operations & Maintenance Priorities are driven by viewing the respective area shortfalls in the context of park goals. Priority Actions are recommended in order of importance, corresponding roughly to area shortfalls in descending order. This correlation reflects the rule of thumb that the most under-served areas often represent the most important needs.

However, the relative importance of various park goals to the park's overall mission truly determines the order of the following priorities, which together represent \$675,000, or about 91% of the park's FY2001 shortfall.

### **Prepare the park for Willett Center operations as of 2005 (\$200,000)**

The Marinus Willett Center will usher the park into a new era by providing a new home for the park's extensive collection of artifacts, while offering the visitor a significantly improved experience. The Willett Center will offer contemporary exhibitry in a comfortable, accessible environment. Ample space will be available for the installation of rotating exhibits, and the Center will also function as an educational laboratory for school children. Because the Willett Center is such a fundamental part of the park's long-term strategy, providing a sufficient level of Visitor Services and Maintenance support for operating the Center is a top priority.

### **Upgrade the status of collections for preservation and improved accessibility to the public (\$101,000)**

The Fort's museum collections are mainly composed of archeological artifacts excavated by NPS in the 1970s. The park has an estimated 450,000 artifacts, of which approximately 45,000 date to the fort's 18th-century era. The large remainder of unexhibited objects is stored in two locations in a foundation/tunnel area under the East Casemate. Major problems with this space have been identified in park planning documents, most notably the

recent Collections Management Plan completed in June 2002. Identified problems include excessive humidity, insect damage, and mold contamination. The Willett Center is designed to accommodate sufficient artifact storage and make collections accessible. Significant re-housing (re-packaging of artifacts) will be required in conjunction with the move to the new facility. To this end, the CMP recommends that the park hire 1.5 FTEs of curatorial expertise.

### **Increase visitation by expanding appeal of park offerings, lowering barriers to visitation, and improving communication of activities (\$96,000)**

Because park visitation has been in a slow but lengthy decline, this area offers a major opportunity to increase the park's impact. As a part of the business planning process, the park created a strategy for improving visitation. The park set the goal of doubling its visitation (i.e. serving 100,000 visitors) by 2005. To that end, the consultants facilitated staff brainstorming sessions and conducted additional research to create a set of recommendations for reaching the proposed goal. The resulting recommended actions are grouped by market segment and vary in detail according to the segment's anticipated visitation yield.

### **Improve understanding of park history through historical and ethnographic research (\$92,000)**

Because historical park budget trends have precluded the park from making sufficient investments in historical and ethnographic research, this area has seen little activity for many years.





At the same time, an increasing awareness of the “untold stories” of cultural diversity at National Parks has demonstrated more clearly than ever the true importance of this need. In order to maximize the park’s spending power and future budget flexibility, park management intends to carry out this work through leveraged partnerships instead and minimal new staff investments.

**Build strategic partnerships to improve public understanding of Fort Stanwix National Monument and Oriskany Battlefield State Historic Site. Support regional community stewardship (\$117,000)**

On August 5th, 2002, the National Park Service and the State of New York signed an historic Partnership Agreement, committing Fort Stanwix National Monument and New York’s Oriskany Battlefield to work together on their shared agenda of stewardship. Because the stories of Oriskany and Fort Stanwix are inextricably linked, this step is not only a matter of resource-sharing, it is a matter of delivering the whole story to a public that trusts America’s parks to offer them a seamless, authentic experience. Now that this agreement is in place, the two parks can team up to explore a variety of interpretive and promotional opportunities. Taking a larger view of the region, several new heritage preservation partnerships hold great promise for the future of Central NY. Both officially and unofficially, the park has already been called on to play a significant role in these efforts.

**Develop a comprehensive program that links off-site visits, in-class curricular activities, and on-site visits for 4th and 7th graders (\$38,000)**

Park planning work over the past few years has already identified an opportunity to serve the region through expansion of the park’s curricular materials. The BPI process, in particular the visitation analysis conducted by

the consultants and park staff, has only reinforced this idea. Area teachers apparently do perceive a need for a comprehensive, highly interactive park offering that consists of modular off-site visit, curriculum, and on-site visit components. Educators recommend that these resources be developed in partnership with BOCES, which will increase local feelings of ownership while maintaining future budget flexibility.

**Expand management tools including enhancements in technology, training, and financial disciplines (\$31,000)**

Across the entire National Park Service system, only about 8% of employees are under the age of 35. Though a large degree of national effort is now being directed at this issue, the park needs to build its own mechanisms for attracting new talent to Fort Stanwix National Monument. Park management intends to work with area universities to create ongoing internship and employment opportunities. Also, there is a continuous need to train park staff in the technological and analytical skills they need to help the park continue to operate in a fiscally responsible manner and maximize its impact.



## Investment Priorities

The five highest priority investment needs relate directly to the opening of the new Willett Center. The remaining priority items relate to the need to improve the understanding of the archeological and cultural legacy of the area and to continue to improve the safety and enjoyment of visitors. The total investment need for the top 10 projects at Fort Stanwix is \$2,801,800.

### 1. Fabricate and Install Exhibits for Collections Management and Education Center (\$1,166,400)

A vital piece of the new Willett Center will be the interpretive exhibits. This project will provide for the fabrication and installation of exhibits within the 15,000 square foot center. Presently the NPS is working with Haley Sharpe, Inc. on the exhibit and media design. This project will enable the park to replace the outdated Bicentennial-era exhibits that do not reflect current scholarship.

### 2. Prepare Collection Storage Plan for New Facility (\$10,000)

A Collection Storage Plan (CSP), meeting NPS standards and requirements for collections management, will be written for the new park collections management and education facility constructed as part of the Willett Center. The plan will provide recommendations for specific storage and workspace equipment needed and identify costs. Once completed, the plan will facilitate collections access, preservation, and maintenance based on an assessment of the nature and needs of the collection.

### 3. Procure Collections Storage Equipment (\$110,000)

The majority of the park's museum collections are housed in substandard conditions, limiting access and contributing to degradation of artifacts. New equipment would rectify identified deficiencies and improve the preservation and accessibility of the artifacts. The equipment would furnish curatorial spaces in a new collections management and education facility, and be used in the interim to help process and hold collections as they are removed from the

existing below standard storage facility.

### 4. Move and Re-house Collection to New Storage, Exhibit and Education Facility (\$85,000)

As part of the opening of the Willett Center, the museum collections will have to be removed from their current storage facility in the fort walls, inventoried and packaged, and transferred to the new park collections management, exhibit and educational facility. All artifacts will be decontaminated and those requiring conservation treatment will be referred.

### 5. Produce New Interpretive Film (\$400,000)

The current interpretive film shown in the fort visitor center dates to the mid-1970s, when the park was opened. It is outdated in appearance and scholarly accuracy. The new film would blend historical images with contemporary reenactments to highlight the stories of the events surrounding the 1777 Siege of Fort Stanwix and the overall history of the Revolutionary War in the Mohawk Valley of New York State. This project would also replace the obsolete presentation equipment with a high definition theater and required accessibility features including captions and audio descriptions.

### 6. Make Fort Safe and Accessible (\$810,400)

This project would remove mold problem areas within the fort structure, improve accessibility within the fort, and complete fort reconstruction to provide for greater educational opportunities. Several locations within the fort currently used by staff and visitors are contaminated with mold and need to have all interior walls and flooring removed and replaced. Additional work to repair leakage in the utility tunnels and to replace rotten log walls would be included. Accessibility improvements include improving the general circulation path, hardening the parade ground with liquid soil solidifier, and grading building doorways. The final phase of this project is the completion of missing fort features. The fort has never been entirely reconstructed and is missing several key interpretive elements.



Willett Center Exhibit sketch



Fort grounds after rainstorm

**7. Prepare Administrative History of the Park (\$45,000)**

An administrative history will document the activities and events significant to the establishment of the Fort Stanwix NM and its ongoing development. This will include a comprehensive report on the park's legislative history and important issues in planning, development, operations, policy, and other topics central to the park's management.

**8. Complete Cultural Landscape Report (\$35,000)**

This project will complete a Cultural Landscape Report (CLR) for the entire fort property. It will document the historical development of the site from the 1700s through the removal of the original fort, reconstruction of the existing fort and to the present day. The CLR will analyze the existing site features and provide treatment recommendations for future management of the property. Completion of this CLR is timely in that it will coincide with the completion of the park's new General Management Plan and provide seriously needed landscape treatment direction. The current landscape does not reflect the historic site and contradicts the historic appearance of the fort.

**9. Design and Conduct Archeological Field Survey (\$90,000)**

This project will complete historical research, field inventory, and evaluation of the archeology at Fort Stanwix. No major archeological survey has been conducted since the park was reconstructed in the 1970s. Data obtained will be entered into the park's geographic information system (GIS) for improved management of the park as well as input into the Archeological Sites Management Information System (ASMIS) database.

**10. Revise Comprehensive Park Exhibit Plan (\$50,000)**

This project will develop a comprehensive exhibit plan integrating the new Willett Center exhibitry with fort and wayside interpretation. This integrated plan will replace the existing disjointed exhibit plan and outmoded and difficult to maintain museum exhibits. Harpers Ferry Center museum exhibit specialists will complete this project in consultation with the park.

RANK	FUNCTIONAL AREA	PROJECT DESCRIPTION	COST (\$)
1	Visitor Experience & Enjoyment	Fabricate and Install Exhibits for Collections Management and Education Center	1,166,400
2	Resource Protection	Prepare Collection Storage Plan for New Facility	10,000
3	Resource Protection	Procure Collections Storage Equipment	110,000
4	Resource Protection	Move and Re-house Collection to New Storage, Exhibit and Education Facility	85,000
5	Visitor Experience & Enjoyment	Produce New Interpretive Film	400,000
6	Visitor Experience & Enjoyment	Make Fort Safe and Accessible	810,400
7	Management & Administration	Prepare Administrative History of the Park	45,000
8	Resource Protection	Complete Cultural Landscape Report	35,000
9	Resource Protection	Design and Conduct Archeological Field Survey	90,000
10	Visitor Experience & Enjoyment	Revise Comprehensive Park Exhibit Plan	50,000
Grand Total			\$2,801,800

## Strategies for Reducing Costs

### Overview

One technique to increase funds to be applied against the remaining funding shortfall is to identify operating efficiencies within the current operations. By reducing the costs of providing current services, Fort Stanwix is able to reallocate those dollars to un-funded priorities. The following cost reduction strategies could produce approximately \$227,000 to be applied to current and future funding shortfalls.

### Increase winter shutdown of fort buildings to lower utilities and snowplowing costs

A large portion of the approximately \$42,000 annual utilities cost is required to heat the fort in the winter months. The fort has historically been heated even during the 10 weeks when the fort is closed from January to February because the administrative officers were housed in the fort. With the move of administrative offices to the Rome Historical Society in 2002, the fort can be “winterized,” reducing utilities bills and building operations costs. There will be some additional costs associated with preparing the fort for winter such as draining pipes and moving electronics into storage but they should be offset by the savings. Additional savings may be possible from a reduction in snowplowing in and around the fort, although some paths will have to be maintained in case of fire or emergency. The impact of this strategy could also be increased by extending the length of time that the fort is closed. (net savings = \$12,000)

### Share administrative support and resource management expertise with other parks in region

As Fort Stanwix is one of several small National Park Service units in the region there may be an opportunity to

share resources between parks. While sharing resources related to day-to-day operations may prove effective in the future, initial efforts would be focused on resources that would be project-based (e.g., conducting an ethnographic study) or task-based (e.g., approving purchase requests). This resource sharing would lower the cost of staffing and better balance the load where needs are less than one full FTE. (net savings = \$68,000)

### Hire part-time clerks to free up time for high-cost personnel

Because Fort Stanwix is a relatively small park, many of the senior staff have to share responsibilities for carrying out basic administrative tasks that would normally be delegated to support staff. As a result, many senior staff members are unable to dedicate sufficient time to higher value-added tasks like long-term planning and analysis of current operations. Using lower cost staff to execute the administrative tasks reduces the effective costs of performing them and frees up senior staff time to meet unfunded needs in higher value-added areas. By hiring two part-time clerical positions, Fort Stanwix has an inexpensive way of creating what is effectively more time for the senior staff. (net savings = \$40,000 = \$70,000 FTE freed up for \$30,000 FTE cost)

### Develop position management plan and realign the organization for streamlined management

In 2002, Fort Stanwix conducted a comprehensive position review through the Philadelphia support office. This process identified positions that could be refocused for greater impact. Combining these recommendations with a comprehensive 10-year personnel-hiring plan should result in optimum allocation of personnel resources and staff time. (net savings = \$80,000)





**Outsource computer support activities**

Fort Stanwix has ever-growing information technology needs as it continues to modernize and adopt productivity-enhancing technology. These needs, although significant, do not justify the hiring of a full-time staff member. By contracting with an outside firm, Fort Stanwix can meet its technology needs without investing in an additional staff member. (net savings = \$10,000)

**Develop baseline, self-guided tour to reduce staffing requirements in low visitation periods**

It is currently very expensive to maintain a full staffing level of living history rangers to serve the small but steady trickle of visitors during low visitation periods. The usage pattern is such at Fort Stanwix that some days might have 50 visitors and others will have 500. Because these differences are relatively unpredictable and because Fort Stanwix relies heavily on person-to-person living history interpretation,

high levels of staffing must be maintained at all times. A strategy to allow more flexibility in staffing is to create an “interpretive baseline” that is not as dependent on person-to-person interaction. One such “interpretive baseline” would be a self-guided walking tour of the fort and grounds. This self-guided tour would ensure that every visitor has an opportunity to learn about the key features and stories of Fort Stanwix, even when the interpretive rangers are busy with other visitors. In many cases, visitors prefer the choice in interpretive methods and may select the self-guided tour even during high-staffing levels. Ultimately, the staff-time savings can be reallocated to higher value-added projects such as planning large events and developing new interpretative programs. (net savings = \$17,000)

## Strategies for Increasing Non-Appropriated Funding

### Overview

In keeping with the goal of maximizing its impact per federal dollar invested, the park should seek out ways to increase funding from non-appropriated sources. In the process, the park has an opportunity create partnerships that leverage additional resources toward its goals.

The following strategies, listed by topic rather than priority, present key partnership opportunities to address park goals efficiently, and with a minimum of federal dollars.

### Partnerships

***Partner with local universities in addressing collections management issues and carrying out ethnographic studies.*** Given the park's goals of making collections accessible to the public for research, and focusing on the park's untold stories, the park hopes to meet these objectives through the use of strategic partnerships. This approach can help increase the park's effective spending power, while leveraging relevant scholarly expertise. The resulting research will be of highest quality, and yet maintain the broadest array of possible uses within the public sector and academia. This method also has the added advantage of maintaining future budget flexibility.

***Partner with leading business schools in the region to provide access to management best practices and expertise.*** As part of the park's efforts to gain ongoing access to new talent and cutting-edge management thinking, the park will make internship and other employment opportunities available to graduate business students, who will have the opportunity to learn while sharing cutting-edge management techniques with the park.

***Expand public, private, and intergovernmental partnerships for special events.*** Because special events will continue to be a driving factor for park visitation, the quality and frequency of major park events are worthy of ongoing attention. Also, because local governments, private businesses, and various public agencies all share an interest in offering meaningful events to local citizens, there is a broad base of local support for such activities. Accordingly, the park should take advantage of opportunities to share expenses with partners who gain value from special events at the park.

***Offset some of the costs for new administrative support personnel through programs.*** By working with colleges and local agencies to hire administrative staffers, the park can reduce the cost for new administrative staff while providing a valuable community service.

### Grants

***Increase solicitation of grants to support special park and partner projects.*** Grant and foundation support represents a potential source of value that can be applied toward the park's stewardship goals. In the interest of increasing the park's effective spending power and maximizing park impact, federal dollars should be matched with grant sources to fund relevant projects.



## Volunteerism

***Expand volunteer opportunities to include Willett Center staffing and fort maintenance.*** Fort Stanwix logs receives close to 19,000 volunteer hours annually, an impressive sum. Though most volunteer interest has historically focused on living history interpretation, there is an opportunity to spread volunteerism to other areas of park operations, including Willett Center operations and selected maintenance activities.

***Create fee-generating opportunities for motor-coach tour operators.*** Interviews with motor-coach tour operators have indicated that they like to offer their customers an experience beyond what is normally available to the public, and that they are willing to pay a premium for this privilege. Even if the general visitor fee is not reintroduced, the park should consider creating “premium” opportunities for this audience, and charging an appropriate fee.

## Revenues

***Consider reintroducing park admission fee upon opening of Willett Center.*** The Willett Center will offer an interpretive experience beyond what the park is currently able to offer. Because the Center will be a major improvement in the “Fort Stanwix experience”, it is reasonable to consider re-introducing the visitor fee. If this decision is made, it will be important to think carefully about price, which should be high enough to reflect the value of the experience, yet low enough to remain competitive with other area attractions.

***Improve cost recovery program by increasing special use permit fees and fee collection diligence.*** Currently, special use fees are designed for partial recovery of administrative costs associated with an event. Other hard costs to the park, such as maintenance and interpretive work, are typically un-recovered. Because special use activities are generally a part of the park’s interpretive mission, it is certainly acceptable to incur un-recovered costs in this area. However, it may be fair and feasible to expect additional cost-sharing on the behalf of special use permit applicants.



## Ongoing Budget Projections

### The Budget Modeling Tool

In order to understand the timing of future financial need, the consultants developed a ten-year budget projection model as part of the Business Plan process. This model projects the labor and non-labor expenditures for Fort Stanwix from FY2001 through FY2010. The model will be used by park management to develop long-range strategic plans, annual budgets, and recruiting strategies.

### Managing the Timing of Budget Shortfalls

The timing of operating budget shortfalls is critically important for Fort Stanwix National Monument. Significant changes to both the funding needs and operating budget have recently occurred or will happen in the near future. This Business Plan focuses on FY2001 data, as that is the most recent year for which a complete set of financials is available. However, the needs expressed are forward-looking and include the opening of the Willett

Center, anticipated in late 2004. Much of the pre-existing needs and the initial needs of the Willett Center will be addressed by the base operating budget increase of \$570,000, effective FY2002. In addition to the identified requirements, inflation will continue to grow the operating need over time without the certainty of corresponding base budget increases. The combination of these factors makes a deeper understanding of the timing of the financial need important.

### Projecting Future Needs

The results of the baseline need projection can be seen in Exhibit 1. The FY2002 operating budget increase is anticipated to cover all park needs until FY2004 when preparation for the Willett Center and inflation will grow the need beyond available funds. The long-term effect of inflation (projected at 3% per year) is particularly great, elevating the need above FY2002 levels to more than \$525,000.

**Projected Operating Budget Needs Over Time**

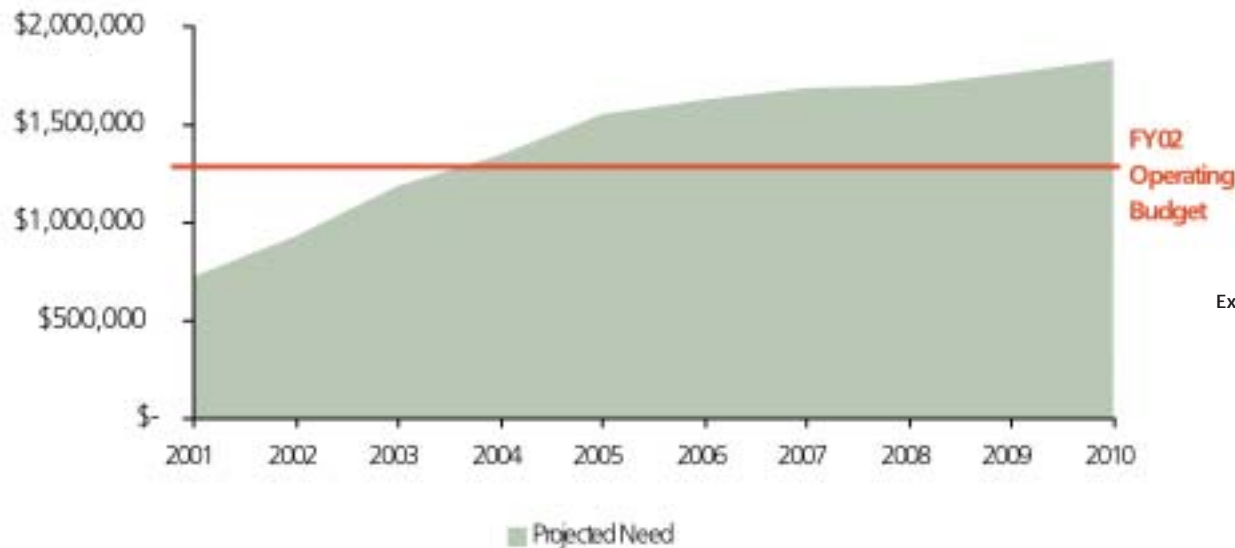


Exhibit 1: Projected Operating Budget Needs



The scenario shown in Exhibit 1 assumes that the park's operating budget need is fixed and is pre-determined to increase as shown. The reality is that park needs are not set in a vacuum. Indeed, park management has a great deal of flexibility in adjusting the need by either reducing costs or increasing non-appropriated funding (as demonstrated in the Strategies & Priorities section). In reaction to this management flexibility, the budget projection model was adapted to change dynamically depending on which strategies were employed. Based on management decisions and the success of the strategies, the actual operating budget needs may vary greatly below the "Projected Need."

#### Modeling Budget Scenarios

Several scenarios were considered to understand the range of management discretion and the impact on long-term funding needs. The following scenarios were considered:

- Aggressive: extensive implementation of strategies; 100% of expected savings realized

- Moderate: partial implementation of strategies; 80% of expected savings realized
- Cautious: limited implementation of strategies; 60% of expected savings realized

The impact of these scenarios on operating needs can be seen in Exhibit 2. The Cautious Scenario has a minor impact on both the timing and the size of the unmet need. The Moderate Scenario delays the need above the FY2002 level until FY2005 and reduces the FY2010 shortfall by about one-third relative to the Projected Need. The Aggressive Scenario would delay the need for a budget increase until FY2009. It should be noted that the Aggressive Scenario reflects a "worst case" alternative and would likely require significant reductions in service levels.

The management at Fort Stanwix will continue to use this budget projection model in their financial and strategic planning to determine the optimal actions that meet their operating budget needs.

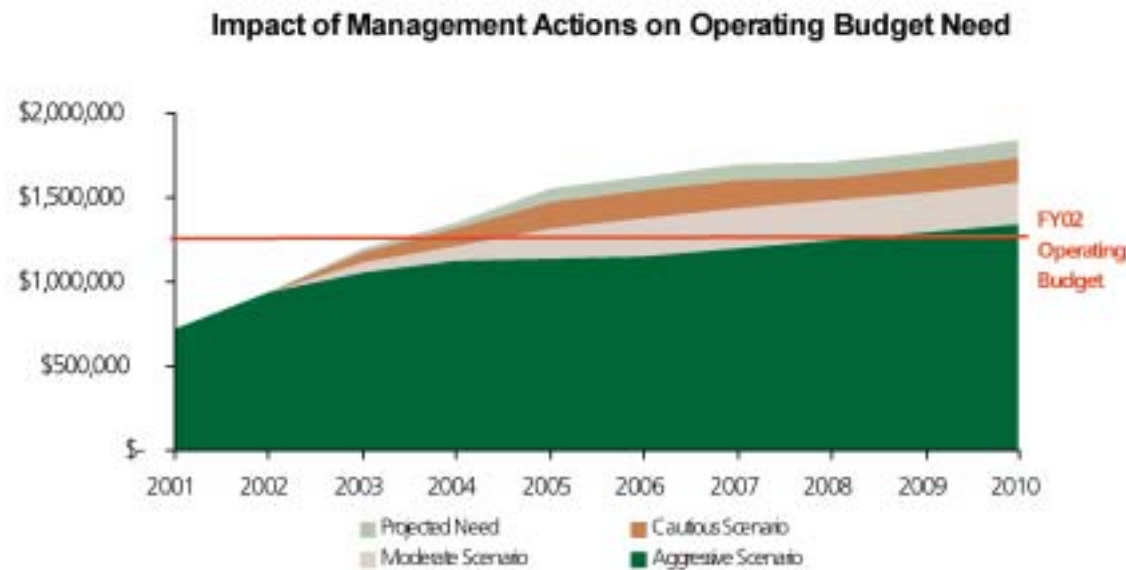


Exhibit 2: Scenario Analysis

# Additional Information

## The Value Maximization Framework

### Overview

The Business Plan process presents an opportunity to re-examine long-standing assumptions, create a sense of direction for the new Willett Center, and allocate funds based on emerging priorities. At Fort Stanwix, the Business Plan document is but one output of the park's participation. Other major outputs include the budget model described under Ongoing Budget Projections, and the "Value Maximization Framework" described below.

The Value Maximization Framework (see Exhibit 1) is designed to help park management maximize the park's "value" or positive impact to the public, as measured per federal dollar invested. Specifically, the framework provides a tool to derive a prioritized set of Action Steps from broad NPS ideals and the park's individual mission. If these Action Steps are founded in solid logic and appropriately linked to the park mission, the value created per taxpayer dollar will be maximized. The framework aids this process by translating the park Mission into general Sources of Value, identifying a

tangible Goal for each Value Dimension, and prioritizing Action Steps to achieving each Goal (see Exhibit 1). This process was effective for Fort Stanwix, and can be used by other NPS units to identify operational tactics for fulfilling the mission of the park on an ongoing basis.

### The Three Sources of Value

The impact any park is able to achieve toward its Mission depends on the value it creates for the public. Parks create this value in three ways: Visitor Experience & Education, Resource Stewardship, and Community Development (see Exhibit 2). It should be noted that functions like administration and maintenance *support and enable* the creation of value in these three areas.

Each source of value is further divided into Value Dimensions, or component "levers" by which to create impact within each value source. Visitor Experience & Education is sub-divided into Maximized Visitation (within the limitations of the resource) and Positive Visitor Experience. By making improvements along either of those dimensions, the overall Visitor Experience & Education is improved.

Resource Stewardship is sub-divided into Protection, Understanding, and Accessibility. Community Development is sub-divided into Economic Sustainability, Heritage Preservation, and Recreation Amenities. The Community Development Source of Value acknowledges the broader role of NPS in supporting the region in which it is located, as well as the general themes of intelligent land use and sustainability.

### The Sources of Value



Exhibit 2: The Three Sources of Value and Corresponding Value Dimensions



Exhibit 1: The Value Maximization Framework



The emphasis among the Value Dimensions is likely to vary park, and even over time within a single park. Fort Stanwix National Monument, as a reconstructed site focusing on living history interpretation, currently emphasizes Maximized Visitation and Positive Visitor Experience.

### Goals

Once the Value Dimensions are well-understood for the specific park, thorough analysis and benchmarking are required to identify Goals that are attainable but also sufficiently ambitious as to inspire and motivate park employees to achieve it. The Visitor Experience & Education Source of Value was initially emphasized at Fort Stanwix, so the first goal-setting exercise focused there. The park's cost per visitor was analyzed against other historic parks in the NPS. While the \$13.52 cost per visitor in FY2001 was slightly above the \$10.30 peer benchmark, cost per visitor was expected to increase dramatically to \$24.40 following the FY2002 operating budget increase. Deeper analysis showed that much of the cost was driven by fixed or semi-fixed expenses associated with "keeping the doors open". These costs are therefore not directly associated with the number of visitors.

### Target Segments

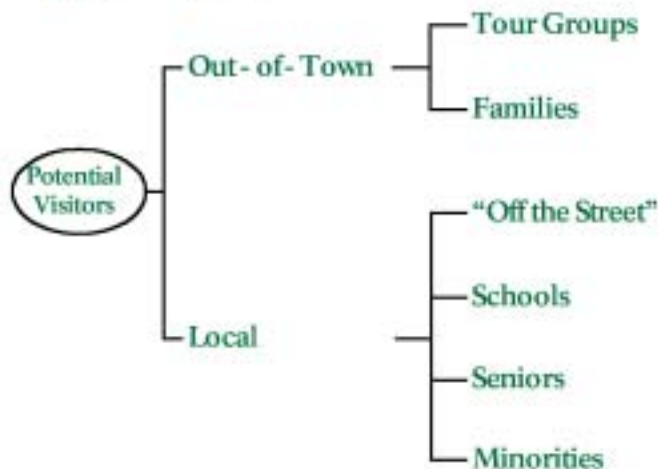


Exhibit 3: Target Visitor Segments

Because significantly reducing these fixed and semi-fixed costs proves difficult to achieve, increasing visitation becomes an important lever for reducing cost per visitor. With current annual visitation levels languishing just above 50,000 visitors, park management identified 100,000 annual visitors as the Goal for the Maximized Visitation Value Dimension. At 100,000 annual visitors, the cost per visitor would decline to \$12.95, in line with peer historical parks.

### Action Steps

With the goal of 100,000 annual visitors established, the next step in the process was to identify the Action Steps required to make the goal a reality. Current visitors were sub-divided into component groups to identify underserved markets and areas for improvement. Working with frontline park staff, six high potential groups were identified for further analysis (see Exhibit 3). Field research with representatives from each group was then conducted to better understand their needs and to test potential service changes. The results of this research were developed into specific recommended Action Steps for each segment. The overall recommendations were then prioritized based on potential impact on visitation and costs to implement (see Exhibit 4). This analysis produced five high priority Action Steps to increase visitation toward the Goal of 100,000 visitors per year:

1. Create an outreach program to market the fort's offerings to principals and teachers
2. Expand classroom and assembly off-site programs to reach a wider range of schools
3. Focus interpretation on weekly events to leverage critical mass of interpreters and visitors
4. Build a portfolio of seasonal events to widen the reach of the fort
5. Develop a self-guided walking tour to ensure all visitors receive a "baseline" interpretive experience



Exhibit 4: Action Steps Prioritization Matrix

# Acknowledgements

Fort Stanwix would like to recognize the efforts of many individuals and organizations that made this business plan possible.

The commitment, cooperation, and input of the following members of the Fort Stanwix National Monument staff were critical both in ensuring the depth and accuracy of the quantitative analysis and in pushing the thinking of what is possible for the future of the park:

Mike Caldwell, Superintendent  
Craig Davis, Chief of Cultural Resources  
Mike Kusch, Chief of Visitor Services  
Leigh Ann Medick, Administrative Officer  
Jack Veazy, Facility Manager  
Sonja Wray-Brewer, Administrative Technician  
And the rest of the helpful and generous staff of Fort Stanwix

Also, the park would like to acknowledge and thank the following participants and stakeholders in this effort:

Rome Chamber of Commerce  
Rome Historical Society  
Mayor Joseph Griffo and the City of Rome  
The Educators of Oneida County  
Oneida County Executive Ralph Eannace, Jr.  
U.S. Congressman Sherwood Boehlert and staff  
Oneida Indian Nation

The success of the plan would not have been possible without the dedication and hard work of the 2002 Business Plan Initiative consultants:

Joshua R. Jarrett, BPI Consultant, Harvard University, Harvard Business School  
John H. Turner, BPI Consultant, Duke University, The Fuqua School of Business

In addition, this project would not have been possible without the generous support of the National Park Budget Office, the National Parks Conservation Association, Regional Director Marie Rust and the Northeast Region Staff, and the following philanthropies:

Henry P. Kendall Foundation  
The Roy A. Hunt Foundation  
Evelyn & Walter Haas, Jr. Fund  
Park Foundation, Inc.  
Vira I. Heinz Endowment  
The William and Flora Hewlett Foundation  
The William Penn Foundation  
Stevens Kingsley Foundation  
Anonymous





National Park Service  
U.S. Department of the Interior

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